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Issues and Practices

Operating Jail Industries

A Resource Manual

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- Conduct national demonstration projects that employ innovative or promising approaches for improving criminal justice;
- Develop new technologies to fight crime and improve criminal justice;
- Evaluate the effectiveness of criminal justice programs, identify programs that promise to be successful if continued or repeated, and recommend actions that can be taken by Federal, State, and local governments, and private organizations and individuals to improve criminal justice;
- Develop new methods for the prevention and reduction of crime and delinquency, and test and demonstrate new and improved approaches to strengthen the justice system;
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U.S. Department of Justice
Office of Justice Programs
National Institute of Justice

Operating Jail Industries
A Resource Manual

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Issues and Practices in Criminal Justice is a publication series of the National Institute of Justice. Designed for the criminal justice professional, each *Issues and Practices* report presents the program options and management issues in a topic area, based on a review of research and evaluation finding, operational experience, and expert opinion on the subject. The intent is to provide criminal justice managers and administrators with the information to make informed choices in planning, implementing and improving programs and practice.

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National Institute of Justice
Charles B. DeWitt
Director

Program Monitor:

Thomas Albrecht

Foreword

A longstanding concern of State and local officials responsible for prisons and jails has been the enforced idleness of inmates--unproductive time which contributes to the already difficult task of managing these institutions. Over the past 6 years, the National Institute of Justice (NIJ) has been involved in a variety of research, training and demonstration projects that promote real-work for inmates **in prisons.** The success of these efforts has led NIJ to launch a new program, the *Jail Industries Initiative.*

NIJ's initiative began in 1987 with extensive research into the range of jail work and industry practices. In 1988 we convened a meeting of jail industry managers from throughout the United States. From this base of research and experience, NIJ has developed several resource documents. The Institute is now actively promoting the expansion of jail work programs through National and State presentations and workshops. We are also providing special assistance and guidance to over 20 pilot programs that are developing throughout the United States. And NIJ is continuing to research practices, create new resource documents, and update and improve existing resources.

This Resource Manual is the centerpiece of NIJ's resource materials for jail industry development. It addresses the complete spectrum of issues that jail industry managers can expect to encounter as they **operate** programs. It provides in-depth responses to key questions that managers have posed.

The Manual complements Developing Jail Industries, A Workbook, which provides guidance for those involved in the **development** process. Finally, a series of articles and other publications have been widely distributed by NIJ to help promote the concept of productive jails.

I am pleased that NIJ has developed a truly coordinated effort in concert with other Federal agencies such as the Bureau of Justice Assistance and the National Institute of Corrections. Together, we offer city and county officials and staff a full-range of services and resources as they increase the productivity of their jails.

Charles B. DeWitt
Director
National Institute of Justice

Preface

Operating Jail Industries: A Resource Manual provides comprehensive information, checklists, and resource suggestions for operating a jail industries program. The manual is primarily designed to assist program operators to improve operations and solve problems. However, individuals who plan to develop a jail industries program will also find the manual useful. A companion volume, *Developing Jail Industries: A Workbook,* provides extensive guidance for those who are starting a new program.

Organization of Manual

The manual is organized into seven chapters. Chapter 1, Developing and Improving a Jail Industry, provides a starting point for jail industries managers and jail administrators who wish to develop a new program or want to improve an existing program. The chapter describes current practices in the field of jail industries based on a survey of the managers of 18 successful jail industry programs. The chapter concludes with a comprehensive list of resources available for assistance in developing or improving a jail industry program.

Chapter 2, Legislative, Legal, and Professional Issues, discusses the statutes, regulations, and court rulings that jail industries must conform to. Voluntary professional standards relevant to operating a jail industry are also discussed. The chapter concludes with a systematic risk management approach designed to ensure that the industry operates within these legal and professional boundaries.

Chapters 3, 4, and 5 take up different features of industry management. Chapter 3 reviews the need to balance security and ongoing jail programs with the requirements of the jail industry. The chapter also discusses the development of policies and procedures for jail industry operations. Management of the inmate work force is addressed in Chapter 4, including issues of recruitment, education and training, compensation and motivation, and supervision. Business management is the focus of Chapter 5. The chapter discusses hiring a qualified jail industries manager; marketing and customer relations; purchasing and inventory management; business planning; and financial management and pricing.

Chapter 6, Industrial Operations, discusses how seven areas of industrial operations apply to the jail setting, including shipping and receiving, materials management, production scheduling, quality control, and health and safety. Approaches to evaluating and monitoring ~~the industry~~ program are discussed in Chapter 7.

Chapter 8 consists of several of the policies and procedures used by the Hennepin County (Minnesota) Adult Corrections Facility that are pertinent to the establishment and operation of a jail industry. Chapter 9 provides the business management plans for Hampden County (Massachusetts) and Sonoma County (California).

Appendices of supplemental materials may be found at the end of each chapter. In addition, while each chapter refers the reader to specific documents and organizations pertinent to the issues under consideration, several lists of resources may be found throughout Chapter 1.

Acknowledgements

The participants in a workshop on jail industries sponsored by the National Institute of Justice in cooperation with staff from the National Institute of Corrections jail center in Boulder, Colorado, in February 1988 provided much of the information that is contained in this manual. In addition, several of the participants who reviewed a draft of the manual provided useful suggestions for improving it. For their assistance in these activities, we thank the following people: Marilyn Allen, Strafford County Department of Corrections, New Hampshire; Anthony Dawsey, Support Services Division Dade County, Florida; James Filler, Philadelphia Industrial Correctional Center, Pennsylvania; William Frazier, Contra Costa County Sheriff's Department, California; Robert Gorski, PHILACOR, Pennsylvania; Ben Greer, PACE Institute, Illinois; Frank Hackett, Kennebec County Jail, Maine; Jeff Heimerdinger, Cook County Dept. of Corrections, Illinois; Jim Ingram, Prince Georges County, Department of Corrections, Maryland; Rudy Johnson, Middlesex County Department of Corrections and Youth Services, New Jersey; Gwen Landry, Orleans Parish County Sheriff's Department, Louisiana; Charlie Lewis, Metropolitan Correctional Center, Federal Bureau of Prisons, California; Harry Lichy, Hennepin County Adult Correctional Facility, Minnesota; Joseph A. Maiorana, Erie County Correctional Facility, New York; Bruce Orenstein, Prince Georges County, Department of Corrections, Maryland; Anthony W. Pellicane, Middlesex County Department of Corrections and Youth Services, New Jersey; Peter Robbins, Milwaukee County House of Correction, Wisconsin; Bob Sherwin, Hennepin County Adult Correctional Facility, Minnesota; Mark Schemmel, Shelby County Sheriff's Department, Ohio; Joe Trevathan, Hampden County House of Corrections, Massachusetts; William Waller, Los Angeles County Sheriff's Office, California; Brad Welker, Los Angeles County Sheriff's Office, California.

Jim Barbee, with the National Institute of Corrections jail center, assisted throughout the project. Tom Albrecht, the National Institute of Justice program manager for the study that produced the manual, was a constant source of encouragement and technical assistance throughout its development.

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Chapter 1

Developing and Improving a Jail Industry: Approaches and Resources

This chapter provides a starting point for jail industry managers who want to start a new program or improve an existing program. The chapter:

1. describes current practices in the field of jail industries based on a survey of 18 successful programs;

2. suggests methods for building a strong foundation for a new or existing jail industry program; and

3. identifies resources to help establish or expand a program and suggests methods for enlisting their assistance.

Overview of Current Jail Industry Practices

Industries have become an integral component of most state and federal correctional facilities in the United States. Facility administrators and managers, politicians, and the public increasingly acknowledge both the economic, rehabilitative, and management value of inmate work programs.

Based on several years of research, training, and demonstration activities with prison industries, the National Institute of Justice (NIJ), the research arm of the U.S. Department of Justice, has developed a special project focused exclusively on the emerging potential of jail work programs. The National Institute of Justice coordinated its planning and development activities with staff from the National Institute of Corrections (NIC) Jails Center.

In early 1988, telephone surveys were conducted with over 20 counties and cities that operate a variety of prisoner industries and work programs. In February 1988, representatives of 18 of these programs attended a week-long workshop in Boulder, Colorado, sponsored by NIJ and coordinated with staff from the NIC Jails Center. These practitioners became key members of the project team that prepared this Manual, providing much of the information contained in the document and reviewing drafts for accuracy and usefulness.

Key Characteristics of Jail Industries

One of the tasks addressed at the NIJ Boulder workshop was to "define" jail industries. Four dichotomies in jail industries operations emerged during the attempt to develop a definition:

1. Are Inmate-Workers Paid? Several counties pay their inmates—sometimes at the "going rate" in the community; many counties do not pay inmates.
2. Where Is the Work Accomplished? Is work performed within the security perimeter, or outside in non-secured areas or in the community?
3. *Public or Private Customer?* Most counties provide products or services *only* to the public sector, but some serve the private sector.
4. *Product or Service?* Is a product or a service provided?

In forging a definition of "jail industry," some participants who currently operate programs suggested that a "real" jail industry was one that paid full wages, created a product, and served the private sector. However, most attendees took a broader view. As a result, this *Manual* takes as its definition of a "jail industry" any activity that:

- rewards inmates with pay, privileges, or other benefits, to
- create a product or service that has value,
- for a public or private client.

This broad definition was chosen in order to include as many county programs as possible, because virtually *all* counties operate at least one program that could meet this definition, including community service projects.

Program Characteristics

In describing the programs, the survey documented that there is tremendous diversity in the nature of the jail industry programs studied. Exhibit 1-1, which lists inmate and program characteristics among the 18 industry programs, suggests this diversity. For example:

- the number of inmates working varies from 8 to 1,528;

Exhibit 1-1

Program Characteristics

TABLE I: Inmate and Program Characteristics

Site	Number of Inmates Working	Jail Population	Inmate Wages Paid	Extra Good Time Earned	Inmate Fees Assessed	Inmate Deductions Charges	Primary Market
Hennepin County Adult Correctional Facility (MN)	40	440	$3.50/hr	No	Yes	Yes	private sector
Hampden County House of Corrections (MA)	15	600	$.50-1.00 per hr. + incentive	Yes	No	No	town, city, state agencies
Contra Costa County Main Detention Facility (CA)*	100	1,200					public agencies
Strafford County DOC (NH)	20	68	$4.00-$7.00/hr	No	Yes	Yes	private sector & public agencies
Prince George's County DOC (MD)	6 inmates plus 6 ex-inmates	715	$5.00/hr., ex-inmates only	No	No	No	county agencies
Erie County Correctional Facility (NY)*	100	410	No		No	No	county agencies
Kennebec County Jail (ME)	5	66	No	No	No	No	general public
Philadelphia Industrial Correctional Center (PA)	239	4,000	$1.04-$1.36/day	No	No	No	city agencies
Orleans Parish Jail Complex (LA)	700	3,800	No	Yes	No	No	private sector & city agencies
Los Angeles County Jail System (CA)	1,526	22,500	No	Yes	No	No	county agencies
Metro Dade County Corrections & Rehabilitation Department (FL)	100	4,000	$3.00/day	Yes	No	No	private sector & public agencies
St. Louis Medium Security Institution (MO)	38	435	$1.00-$3.00/day	No	No	No	city agencies
Middlesex County DOC and Youth Services (NJ)	90	800	$1.00/day	Yes	No	No	county agencies
Milwaukee County House of Correction (WI)	90	550	$1.00-$3.00/day	No	No	No	county agencies
Shelby County Jail (OH)	8	32	No	Yes	No	No	county agencies
Cook County DOC (IL)*	20	5,500	No				
Metropolitan Correctional Center (San Diego, CA)	60	700	$.22-$1.10/hr	Yes	No	No	federal government
Santa Clara County Corrections Division, Elmwood Facility (CA)	600 (1,000 in weekend program)	2,201	No	Yes	Yes	No	jail

*Because the jail industry program at this site is in the planning stages, data presented are projected; other data are not available.

- programs exist in jails with populations as small as 32 inmates and as large as 22,500; and
- primary markets include the private sector, town, city and state agencies, the federal government, and the jail itself.

Exhibit 1-2 shows how long the programs have been in operation, whether inmates work on- or off-site, and what products or services the program furnishes. Again, diversity is the hallmark of these programs:

- one program has been in operation for only a year, while another has existed for nearly half a century;
- some programs operate on-site, some off-site, and still others on- and off-site; and
- products manufactured range from furniture to aprons; services include tending lilac nurseries, providing tailoring services, and doing laundry.

In short, jail administrators who are considering starting a program or expanding an existing program can consider a wide range of features for their programs. Furthermore, jails of any size and location can be successful in establishing a program.

Benefits Provided by Industries

Practitioners reported that a jail industry program can provide many benefits, including the following:

1. Become a self-sufficient program through grants, contracts and income generated by the program.
2. Provide inmates with work experience and income.
3. Reduce inmate idleness.
4. Reduce inmate tension and mischief.
5. Provide inmates with a better start when they are released.
6. Provide positive publicity for the jail.
7. Relieve overcrowding by rewarding inmate work with reduced sentences.

Practitioners emphasized that all parties—the inmate, the jail, and the community—can benefit from a jail industry.

Exhibit 1-2

Operating Characteristics of 18 Jail Industries

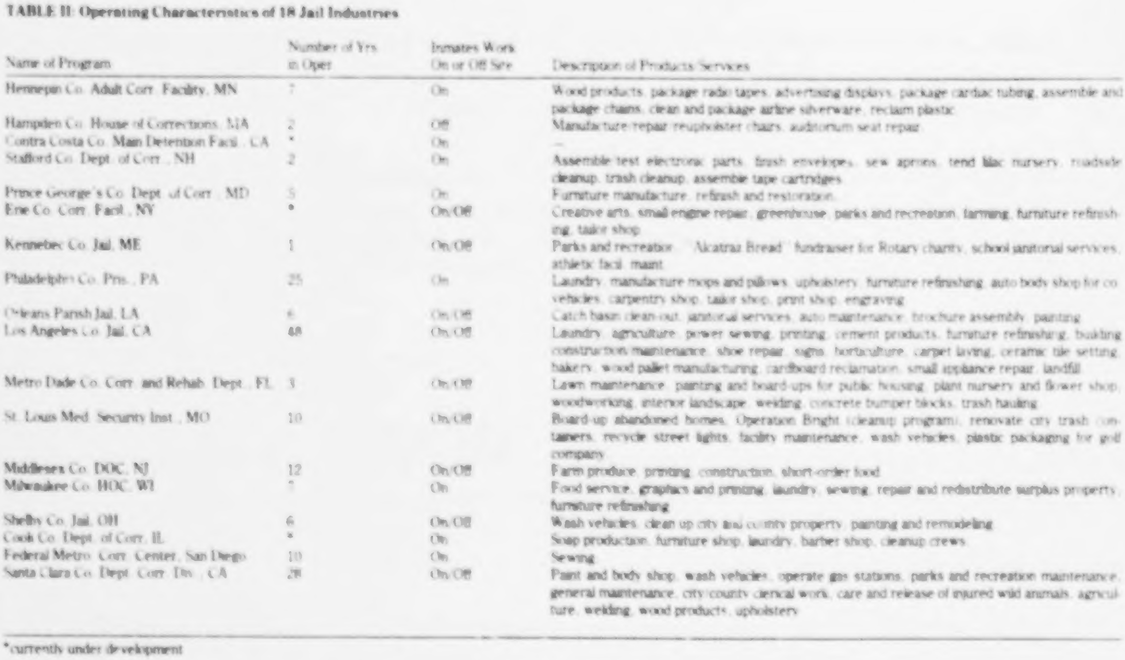

TABLE II: Operating Characteristics of 18 Jail Industries

Name of Program	Number of Yrs in Oper	Inmates Work On or Off Site	Description of Products/Services
Hennepin Co. Adult Corr. Facility, MN	7	On	Wood products, package radio tapes, advertising displays, package cardiac tubing, assemble and package chains, clean and package airline silverware, reclaim plastic
Hampden Co. House of Corrections, MA	2	Off	Manufacture/repair/reupholster chairs, auditorium seat repair
Contra Costa Co. Main Detention Facil., CA	*	On	—
Stafford Co. Dept. of Corr., NH	2	On	Assemble/test electronic parts, finish envelopes, sew aprons, tend lilac nursery, roadside cleanup, trash cleanup, assemble tape cartridges
Prince George's Co. Dept. of Corr., MD	5	On	Furniture manufacture, refinish and restoration
Erie Co. Corr. Facil., NY	*	On/Off	Creative arts, small engine repair, greenhouse, parks and recreation, farming, furniture refinishing, tailor shop
Kennebec Co. Jail, ME	1	On/Off	Parks and recreation, "Alcatraz Bread" fundraiser for Rotary charity, school janitorial services, athletic facil. maint.
Philadelphia Co. Pris., PA	25	On	Laundry, manufacture mops and pillows, upholstery, furniture refinishing, auto body shop for co. vehicles, carpentry shop, tailor shop, print shop, engraving
Orleans Parish Jail, LA	6	On/Off	Catch basin clean-out, janitorial services, auto maintenance, brochure assembly, painting
Los Angeles Co. Jail, CA	48	On/Off	Laundry, agriculture, power sewing, printing, cement products, furniture refinishing, building construction/maintenance, shoe repair, signs, horticulture, carpet laying, ceramic tile setting, bakery, wood pallet manufacturing, cardboard reclamation, small appliance repair, landfill
Metro Dade Co. Corr. and Rehab. Dept., FL	3	On/Off	Lawn maintenance, painting and board-ups for public housing, plant nursery and flower shop, woodworking, interior landscape, welding, concrete bumper blocks, trash hauling
St. Louis Med. Security Inst., MO	10	On/Off	Board-up abandoned homes, Operation Bright (cleanup program), renovate city trash containers, recycle street lights, facility maintenance, wash vehicles, plastic packaging for golf company
Middlesex Co. DOC, NJ	12	On/Off	Farm produce, printing, construction, short-order food
Milwaukee Co. HOC, WI	7	On	Food service, graphics and printing, laundry, sewing, repair and redistribute surplus property, furniture refinishing
Shelby Co. Jail, OH	6	On/Off	Wash vehicles, clean up city and county property, painting and remodeling
Cook Co. Dept. of Corr., IL	*	On	Soap production, furniture shop, laundry, barber shop, cleanup crews
Federal Metro. Corr. Center, San Diego	10	On	Sewing
Santa Clara Co. Dept. Corr. Div., CA	28	On/Off	Paint and body shop, wash vehicles, operate gas stations, parks and recreation maintenance, general maintenance, city/county clerical work, care and release of injured wild animals, agriculture, welding, wood products, upholstery

*currently under development

However, participants in the workshop also reported that existing programs could be improved by:

- *Increasing* the number of inmates who are provided with work opportunities;
- *Ensuring* that inmate access to work activities is fair and equitable;
- *Expanding* the number and types of customers served;
- *Improving* practices to prevent exploitation of inmates, and
- *Developing* new methods of providing industries benefits to inmates, staff, and the community (e.g., finding new incentives and rewards for inmates, expanding markets, or developing new public service projects).

Industry managers also agreed that it is essential in developing a new industry to build a strong foundation during the planning stages. Furthermore, managers of existing programs can benefit from "backtracking" to shore up what they have already developed. The following section suggests how to build—or rebuild—this foundation.

Building a Strong Foundation

Maintaining a jail industry program requires a broad base of support to provide ample assistance to solve inevitable problems and even simply to survive. The first step in building support is to identify and accommodate potential opposition.

Analyzing Potential Opposition

Opposition can come from many sources (see Exhibit 1-3). For example, in Hennepin County, Minnesota, correctional officers initially opposed the jail industry program because it posed scheduling problems (providing a meaningful work day required changes in the daily routine) and caused additional work for some staff. In Strafford County, New Hampshire, program staff resisted the growth of the industry program because its scheduling demands conflicted with their educational, substance abuse, and counseling programs; a similar situation developed in Hennepin County as well.

Vegetables grown by inmates in the Shelby County (Ohio) jail reduced the local hospital's demand for produce from a private grower, triggering opposition. In Milwaukee and Los Angeles, county employee unions expressed concern that increased inmate work roles would eliminate jobs for their members. Both of these problems were solved through industry staff efforts to talk directly with opponents about their concerns.

The first step toward defusing potential objections is to identify all possible sources of opposition and anticipate their concerns.

Exhibit 1-3

Potential Sources of Opposition to an Industry Program

Within the industry program:

- inmate workers
- custodial/supervisory staff

Within the jail:

- inmates not involved with the program
- correctional officers
- supervisors
- other program and service providers
- managers/administrators
- volunteers

Within county government:

- county commissioners/supervisors
- fiscal officer(s)
- other county agencies
- county employee organizations

In the community:

- customers for the industry products or services
- businesses that sell to the jail industry
- other local businesses or industries
- labor unions

To do this, the jail industry manager can make a chart that lists all possible "opponents" in one column (using the preceding list as a starting point) and then list the types of issues that might prompt them to oppose a program in the corresponding right-hand column. Exhibit 1-4, used in Strafford County, New Hampshire, is an excerpt of such a chart.

Exhibit 1-4

List of Potential Opponents and Their Concerns
Strafford County (New Hampshire) Correctional Industries Program
(excerpt)

Potential Opponent	Potential Issue/Concern
Jail officers	perceived security risks disruption of schedules new procedures to learn "coddling" inmates
Staff of other jail programs	competition for inmate time scheduling more attractive than other programs because of pay

Industry Objectives: Tempering Expectations

The second step in building support is to avoid raising unrealistic expectations of what the program can achieve. Opposition often arises when an industry program is perceived to have fallen short of its objectives. Such opposition frequently reflects misconceptions of the actual objectives of the program; however, it may also be the result of the jail industry manager or other jail administrators having established unreasonable objectives for the program, thereby creating unrealistic expectations for what it can achieve. When goals are not met, disappointment—and often opposition—can be the results.

For example, a well-intentioned objective for an industry might be "to make money for the county." This might be misinterpreted to promise a "profit" above and beyond the expenses of program operation. When costs are compared to revenues and a profit is not found, opposition can form.

Similarly, it may be risky to make "developing marketable skills" a goal when inmate turnover in the program is expected to be high. Many programs have decided that "developing work habits" is a more achievable objective. Jail industry managers need to examine their stated objectives. Are they achievable? Can they be misinterpreted? Clear, written objectives must be developed so that everyone is aware of the program's goals. The National Institute of Justice study of 18 jail industries conducted for this report revealed that most industries had common objectives. In order of frequency, the programs set out to:

1. Develop prisoner work habits or skills.

2. Generate revenue or reduce costs for the county.

3. Reduce prisoner idleness.

4. Meet labor and/or product needs in the community.

A few practitioners also reported other objectives, such as "have the jail industry program become financially self-sufficient," "provide inmates with funds upon release," and "reduce the jail population by allowing inmates to reduce their sentences."

Industry managers should attempt to secure support for their objectives from potential supporters and potential opponents at all levels. It is imperative that everyone understands what the program is really trying to accomplish. Many industry managers have found that meeting with all potential opponents during the development process allows each opponent to express his or her concerns and offer suggestions. Often, potential opponents are persuaded to join advisory boards for the jail industry programs, giving them an opportunity to act on their concerns by guiding program operations.

Using Resources to Improve Jail Industries

Operating a jail industry requires the assistance of diverse resources because a jail industry operates in two distinct worlds: corrections and business. Each imposes different requirements and constraints on the operation of a jail industry; each requires different expertise to address these challenges.

When industry managers were surveyed, they reported that they had successfully met the complex needs of jail industries only through the creative use of a diverse array of resources. For example, these managers frequently ventured into the private sector to secure information and support to develop and improve their industry. In Hampden County, Massachusetts, for example, the industries manager relies on the "business advice" of a retired insurance professional for regular guidance and evaluation. In Middlesex County, New Jersey, the local Chamber of Commerce supports the industry program by participating in an advisory capacity, guiding marketing and product selection decisions. Other critical resources have been secured through the Small Business Administration (SBA), such as access to volunteers in the Service Corp of Retired Executives (SCORE). Prince Georges County, Maryland, has found that the local Private Industries Council (PIC) can play a central role in jail industries. This section of the Manual offers suggestions for effectively using a broad range of resources to improve jail industry programs; it is followed by a comprehensive listing of resources that may be available to assist with jail industries.

Matching Needs and Resources: A Process

There are four steps to making effective use of resources:

1. Identifying jail industry needs that must be met.
2. Identifying specific resources that can help meet those needs.
3. Enlisting the help of those resources.
4. Coordinating, supervising, and evaluating the contribution of those resources.

Determining Needs

While most jail industry managers can quickly provide a long list of "needs" if asked, it is important to determine these needs systematically and carefully. Chapter 7 of this Manual offers support materials for evaluating jail industry operations, assessing needs, and prioritizing needed improvement. The steps suggested in Chapter 7 should be followed before taking the next step of identifying sources of help.

Identifying Resources That Match Needs

Identifying resources is an ongoing process. Appendix 1-1 is an example of an "inventory" of resources available in the community. While the list has been adapted from an inventory developed by the Community Corrections Project in Larimer County, Colorado, other jail industries managers will find that most of the sources of assistance listed are available to them as well. Exhibit 1-5 demonstrates how a wide range of specific resources might be of assistance to the jail industry manager.

After available resources have been identified, careful consideration should be given to "matching" resources to needs. Before a resource is mobilized, the industry manager should consider if it is the right one at the right time. For example, potential problems should be identified that might arise if a resource is employed. For example, if students are being considered as a resource for supervising inmate workers, the industry manager should be concerned about security implications. The timing of student involvement can also be a problem. Schedules may change at the end of the term, and students may lose interest when the class is over, posing possible continuity problems. In most instances, such problems can be avoided if they are anticipated; however, sometimes it may be necessary to find a different resource.

Enlisting the Help of Others

After a resource has been identified and matched to a need, the industry manager must secure a commitment from the resource. Many resources will have already volunteered their assistance

Exhibit 1-5

Resources and Examples of Services They May Provide

Resource	Examples of Services Provided
Volunteers	Supervise industry operations Tutor inmates Teach job-related skills
Churches	Provide source of volunteers Identify customers Be a customer (community service projects)
Business and Civic Groups	Generate public awareness and support Provide volunteers Identify customers
Schools Vocational Programs Colleges/Universities	Teach inmates Provide supervision and/or skills development for special projects Construct industries space Provide volunteers Be a potential customer (community service) Provide evaluation services Provide equipment Conduct market research
Armed Forces Reserve	Supervise inmates on special projects Construct industry space Identify public works projects Source of volunteers
Businesses	Be a potential customer Provide marketing advice Donate materials/equipment Provide volunteers Provide jobs for inmates after release
Retired/elderly persons	Provide volunteers Provide potential community service projects

when they identify themselves to the manager, or when the industry manager approaches them initially to determine their interest. Other resources may require some persuasion.

Industry managers have found that the most effective method for generating assistance from resources is to identify "pay-offs" that can be provided if the resource participates. For example, volunteers may have many reasons for offering their time and skills. Some may want meaningful activities to fill idle time; if so, these volunteers should be promised and provided with enough work to make participation worthwhile. Other volunteers may be looking to develop new skills or work experience; they should be provided with carefully designed assignments that meet their objectives.

Public or private service agencies that might be asked to provide assistance will have different needs. Some might need financial assistance—or the prospect of future revenue—to offset their costs. Others will need to be sure that the proposed service falls within the mandate of their organization. Most will want to receive public and private recognition for their contributions, especially when their budgets are up for consideration.

By attempting to understand the motives and needs of each prospective resource, the industry manager can approach each with a proposal for assistance that will be most likely to secure approval.

Coordinating and Supervising Resources

The contribution resources provide requires careful coordination, supervision, and evaluation. For example, in Strafford County, New Hampshire, state labor personnel provide screening and training for inmates in the industry program. This work requires the industry manager to ensure that all prospective inmates are identified. The manager also needs to follow-up to be sure that all paperwork is properly completed. Similarly, state-assisted job placement efforts for inmates who are being released require continuing attention to ensure that vigorous and timely services are provided.

The initial involvement of a resource should be carefully planned so that first contacts and experiences are timely and positive; it is important to make a good "first impression." The industry manager should then establish a schedule for monitoring the role of the resource and for evaluating the benefit of the service provided.

Resources for the Jail Industry

As the preceding text suggests, jail industry managers have tapped a wide range of resources to assist with the development and operation of their programs. The following pages provide specific information about the variety of resources available.

General Resources

(1) Published Materials

Many authors have developed books and articles that can be useful for a jail industry. Appendix

1-2 provides a bibliography that lists selected documents; although many were developed to address *prison* industries, much of the content can be adapted to the jail setting.

Similarly, some documents address overall jail issues; these can be useful in two ways—by providing a view of the total context in which jail industries operate, and by transposing concepts and recommendations for use in the jail industry program.

For example, the *NIC Jail Resource Manual*[1] addresses the full spectrum of jail operations and design issues. However, several chapters can be easily adapted for jail industry use; Chapter C, which addresses "Community Resources," provides a useful "Community Resource List" that has been adapted for this *Manual* and is included in Appendix 1-1.

(2) Community Resources

Appendix 1-1 describes many of the types of resources that should be available to jails and jail industry programs at the local level. These "community resources" are organized under specific categories of services they can provide.

(3) Legal Assistance

Chapter 2 of this *Manual* describes many sources of information and guidance that can be tapped for assistance with legal issues. Appendix 2-6 in Chapter 2 identifies sources of information for specific questions that a jail industry manager might have about statutes, regulations, legal issues, and standards.

(4) Specific Organizations and Agencies

Organizations and agencies that can be particularly helpful to jail industry managers are listed in Exhibit 1-6.

Specialized Resources

(1) Volunteer Help

Volunteers offer an excellent resource and have been successfully used in several jail industry programs. However, their use requires a commitment by the jail industry manager to screen, supervise, and evaluate them carefully.

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[1] Rod Miller and Ralph Nichols, *NIC Jail Resource Manual* (Fourth Edition), National Institute of Corrections (Boulder, Colorado, 1989).

Exhibit 1-6

Organizations and Agencies of Assistance to Jail Industry Managers

National Institute of Justice (NIJ)
633 Indiana Avenue, N.W.
Washington, D.C. 20531
(202) 514-6686

National Criminal Justice Reference Service
P.O. Box 6000
Rockville, MD 20850
(800) 851-3420

National Institute of Corrections (NIC)
320 First Street, N.W.
Washington, D.C. 20534
(202) 307-3106

NIC Jails Division
1790 30th Street, Suite 440
Boulder, Colorado 80301
(303) 939-8866

National Academy of Corrections
1790 30th Street, Suite 430
Boulder, Colorado 80301
(303) 939-8855

NIC Information Center
1790 30th Street, Suite 130
Boulder, Colorado 80301
(303) 939-8877

Bureau of Justice Assistance (BJA)
U.S. Department of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531
(202) 307-1065

American Correctional Association (ACA)
8025 Laurel Lakes
Laurel, Maryland 20707
(301) 206-5100

Correctional Industries Network (CI-NET)
8025 Laurel Lakes
Laurel, Maryland 20707
(301) 206-5100, ext. 281

Correctional Industries Association (CIA)
8025 Laurel Lakes
Laurel, Maryland 20707
(301) 206-5100

Several steps are involved in using volunteers. Job descriptions provide the opportunity to translate program needs into directions for volunteers. If possible, other staff in the jail can be asked to help recruit volunteers. Staff in other agencies in the community may also be able to recommend or refer volunteers.

Screening prospective volunteers includes close examination of their application and an interview. Orienting and training volunteers includes the development of a detailed agreement with the volunteer; use of a registration form for daily management of the volunteer; and formal training, including on-the-job supervision.

Supervising volunteers includes keeping records to document experiences with the volunteer and implementing the same formal evaluation process that the jail uses with paid staff members. Samples of several forms for volunteer operations are provided in Chapter C of the *NIC Jail Resource Manual* (see previous footnote).

(2) Advisory Boards

Jail industry managers consistently cite the need for both initial and continuing support for the industry program. Most jail industry managers can recall critical moments during the development of their program that, absent support from key individuals or organizations, could have resulted in the end of the program. Often, such support has come from advisory boards or committees, as in Strafford and Belknap Counties, New Hampshire, and in Hampden County, Massachusetts.

Advisory boards often include representatives from the following individuals and agencies:

- county commissioners
- sheriff
- jail manager
- jail supervisory staff
- custody and line staff
- inmates
- customers and clients
- business leaders (Chamber of Commerce)
- organized labor
- education
- inmate advocacy groups.

In Hampden County, the jail industry program was actually conceived by a member of the advisory board (the head of the local Chamber of Commerce). In Strafford County, a member of the board provided the first private sector work projects for the inmates through her company. In Belknap County, a citizen member of the advisory committee identified a business that developed into the largest client of the industry program.

(3) Personal Support

Managers of jail industry programs have often cited needs for personal support, suggesting that developing and operating a jail industry can sometimes be a lonely task. Managers have found support from:

- fellow staff members
- custody staff
- inmates
- clients and customers
- county commissioners
- advisory boards
- consultants and technical assistance providers
- business leaders.

(4) Professional Colleagues

As jail industry programs are developed in more counties, a growing group of fellow managers will be available with whom experiences, frustrations and innovations may be shared. Already, participants in jail industries workshops have offered their consulting services, forming the beginning of a national jail industries network.

Two recent developments offer promise for expanding access to colleagues in the field. First, the Correctional Industries Association (CIA) has recognized jails through the creation of a Jail Industries Committee. This focus will encourage the development of new resources and offers opportunities for sharing experiences.

Second, the Correctional Industries Network (CI-Net) has established a special resource file that identifies jail industries managers throughout the United States who have expressed a willingness to share their experiences.

Keeping Up to Date

As the new field of jail industries evolves, it is important for the industry manager to stay up-to-date on the changing legal and professional environment. One way to accomplish this is to join pertinent professional organizations as a way to meet and confer with colleagues in the field. It is also advisable to regularly review the variety of periodicals that specialize in reporting on new laws, standards, and court decisions, and specialized "trade" periodicals. Some of these publications are described in Appendix 1-3.

Appendix 1-1

Community Resource List*

A. Basic Material Needs. Helpful for inmates who are planning for release, and during the first months of release.

1. Salvation Army: short-term housing, meals, groceries, clothing available for indigents
2. Goodwill Industries
3. Church groups or individual churches
4. Social Services
5. Service Clubs such as Elks or Kiwanis—many have special funds for these purposes
6. Food Cooperatives
7. Youth Hostels
8. Specialized agencies—exist in some communities

B. Educational Needs

1. Job Partnership Training Act (JTPA)—local Private Industries Councils (PICs) and state counterparts offer subsidized employment and training for the unemployed on a priority basis
2. Local colleges and universities—help may be sought at the administrative level or from individual departments or clubs
3. Local vocational-technical centers
4. Local business colleges—many have numerous federal grants available for tuition and books
5. Local school district—many have specialized programs for adults and juvenile drop-outs, especially in the high school equivalency area
6. Alternative learning centers or community education centers
7. Migrant schools
8. Scouting USA (formerly Boy Scouts)
9. Local libraries—many have educational programs or are willing to develop them for special needs
10. Specialized minority organizations

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*Adapted from a list prepared by John W. Elliott, Director, Community Corrections Project, Fort Collins, Colorado.

11. Service clubs—good source of grants and scholarships for individuals
12. American Red Cross
13. Veteran's Services Offices

C. **Medical Needs**. Some of these resources can be helpful in developing health education/life-coping programs for inmate workers, and for assisting with occupational health issues.

1. Social Services
2. American Cancer Society, Kidney Foundation, etc.
3. Free Clinics (in some areas)
4. Churches and church groups
5. Planned Parenthood
6. Local Childbirth Education Associations
7. Local Department of Public Health
8. Hospitals
9. Local medical associations
10. Handicapped advocate programs

Appendix 1-2

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J.J. and N.P. Cohen. *Rights of Prisoners.* Colorado Springs, CO: Shepard's/McGraw Hill, 1981.

Herman, A.M. *If She Were a Carpenter: Nontraditional Apprenticeships for Women in Prison.* Corrections Today, V. 41, N 6 (November-December 1979).

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Potuto, Josephine R. "An Operational Plan for Realistic Prison Employment, *Wisconsin Law Review,* 1980: 291, pp. 291-331.

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Appendix 1-3

Periodicals that Address Jail Industry Issues

CI-Net News
Correctional Industries Network (CI-Net)
8025 Laurel Lakes
Laurel, Maryland 20707
(301) 205-5100, ext. 281
Quarterly newsletter reporting on correctional industries issues and events. Free.

CIA Newsletter
Correctional Industries Association (CIA)
8025 Laurel Lakes
Laurel, Maryland 20707
(301) 205-5100
Bi-monthly newsletter for CIA members.

Corrections Today
American Correctional Association (ACA)
NCJRS
Box 6000
Rockville, Maryland 20850
(800) 851-3420, (301) 251-5500 in Metropolitan Washington D.C., Maryland and Alaska)
Quarterly review of research and publications addressing the full range of criminal justice issues. Free.

American Jails
American Jail Association
1000 Day Road, Suite 100
Hagerstown, Maryland 21740
(301) 790-3930
Bi-monthly magazine addressing jail issues.

Corrections Compendium
Contact Center, Inc. (Contact)
P.O. Box 81826
Lincoln, Nebraska 68501-1826
(402) 464-0602
Monthly newsletter reporting on events, court decisions, and special research of interest to corrections professionals.

Detention Reporter
CRS, Inc.
P.O. Box 234
Kents Hill, Maine 04349
(207) 685-9090
Monthly newsletter for detention and corrections professionals providing news, court case summaries and "special focus" articles.

Correctional Law Reporter
P.O. Box 2316
Olympia, Washington 98507
(206) 754-9205
Bi-monthly report on legal issues of interest to corrections professionals.

Detention and Corrections Caselaw Catalog
CRS, Inc.
P.O. Box 234
Kents Hill, Maine 04349
(207) 685-9090
Sourcebook for over 1,500 court decision summaries, updated annually.

Jail and Prison Law Bulletin
Americans for Effective Law Enforcement, Inc.
5519 N. Cumberland Avenue, #1008
Chicago, Illinois 60656-1498
(312) 763-2800
Monthly summaries of jail and prison court decisions.

Chapter 2

Operating a jail industry that confor
because a jail industry operates in t
its own legal constraints and mak
industry.

There are two legal considerations
operating a jail industry:

1. *Statutes and Regulations.* Thes
industry. While few federal st
regulations are relevant.

2. *Court Decisions.* These represen
Known as case law, these ruli

While not essential, it is extremely

1. *Professional Standards.* These c
corrections and industries ma

2. *Risk Management Guidelines.* Th
a jail industry.

Each of these four sets of guideline
resources that can assist in develop
with both mandatory and volunta

Statutes and Regulati

The starting point for developing a
and federal statutes to make sure t

Legislative, Legal, and Professional Issues

s to legal requirements and professional standards is difficult
vo distinct worlds: corrections and business. Each imposes
s its own professional demands on the operation of a jail

at jail industry managers *must* consider in developing and

establish mandatory guidelines for operating a jail
tutes apply to jail industries, many state statutes and

judicial interpretations of the statutes and regulations.
gs are often mandatory, but vague.

useful to consult two sets of *voluntary* guidelines:

fer guidances from the *professional* communities of
agement.

se are approaches designed to reduce the liability of

is discussed below. The chapter concludes with a list of
ng and operating a jail industry in a manner that complies
guidelines.

ons

ail industry is the careful examination of applicable state
at a program will not be illegal.

State Legislation and Regulations

Summary of industries legislation by state. In 1984 the Institute for Economic and Policy Studies, Inc., funded by the National Institute of Corrections, conducted an extensive analysis of prison industries. The Institute's report, *Guidelines for Prison Industries* (Alexandria, Virginia, 1984), presents the statutory requirements for prison industries for all 50 states as of 1983. Key characteristics of state legislation are presented in Appendix 2-1, reprinted from the report with permission.

Examination of Appendix 2-1 provides a jail industry manager with an *initial* orientation to the statutory setting in his or her state. This chart also provides an opportunity both to examine the statutory provisions of neighboring states and to identify states across the country with similar legislative provisions. However, because statutes are revised frequently, it is important to consult *current* statutes.

The Hampden County Jail in Springfield, Massachusetts, illustrates how state statutes were a primary determinant of a jail industry program's philosophy, inmate eligibility guidelines, and market. As Appendix 2-1 indicates, the purposes of correctional industries in Massachusetts are training/work experience, benefit to the state, and rehabilitation; as a result, Hampden County chose to employ inmates who qualify for off-site work (often inmates nearing the completion of their sentence) because the jail facility did not offer enough space for a program that could meet all these objectives. Massachusetts statutes permit manufacturing; as a result, Hampden County chose to manufacture office chairs. State statutes require correctional products to be marketed to Massachusetts state agencies and allow sales to counties and non-profit organizations; as a result, Hampden County markets its products primarily to state and local government, school departments, and non-profit organizations. Private sales, although permitted, are minimized in order not to compete with private manufacturers.

Minnesota statutes allow wages to be paid to inmates, prohibit private contracting for inmate labor, but allow private industries and sales on the open market. Reflecting these opportunities, Hennepin County decided to operate a "job shop" employing inmates at free-world wages and providing services to the private sector. A job shop offers private sector customers access to the inmate workforce through contracts with the county for the provision of specific services.

Many counties have shown creativity in developing jail industries that conform to state legislative constraints; however, common to all of these efforts is an early understanding of, and ongoing attention to, statutory requirements.

Deficiencies in state legislation. Legislation in many states has four weaknesses:

1. State legislation often fails to address the full range of industries issues and concerns; as a result, it is often more useful in defining what a jail industry manager cannot do rather than identifying clearly what is permissible.

2. State legislation is usually drafted with state-operated facilities in mind; as a result, its applicability to local and county efforts is either implied or must be inferred.

3. Much of the state legislation was initially developed during the Depression era, and in a few states there have been few changes since then; as a result, some of this legislation is based on outdated concepts and assumptions with regard to correctional practices.

4. State legislation often narrowly limits the operations of a jail industry.

Changing legislation. Several counties have shown how to promote legislative change to eliminate--or at least reduce--interference with jail industries. In California, statewide legislation created jail industry opportunities and provided guidance for counties as they explored new programs. In Hennepin County (Minnesota), officials found existing statutes restrictive and successfully had them amended. Hampden County (Massachusetts) had a similar experience. When the Hampden County Prison Industry Task force was told that existing legislation did not allow for private funds to be borrowed to start an industry program, they drafted enabling legislation and saw to its passage because they wanted the program to operate as a self-sufficient business instead of asking the county for start-up funds. The loan was paid off with revenues from the program's operation. In Maine, counties successfully secured legislation that enabled private sector programs to grow and that authorized the creation of jail industry "enterprise accounts."

Part II of *Guidelines for Prison Industries* published by the Institute for Economic and Policy Studies (Alexandria, Virginia, 1984) offers a resource for improving state legislation. Drawing from a national survey of correctional industries, a composite list of statutory reforms is suggested, along with examples of specific strategies for promoting change.

State Regulatory Standards

Usually developed and implemented at the state level, regulatory standards establish minimum levels of acceptable performance. To that end, they are often less stringent than their professional counterparts (see below). However, state regulations are usually more detailed than professional standards in order to facilitate inspection and verification of compliance.

Regulatory standards governing jails. More than eighty percent of all states have promulgated jail standards; most states have made these standards mandatory and have created provisions for inspection and enforcement. These standards are often based in part on professional standards (see below), as well as state statutes and applicable case law. However, state standards typically require minimum levels of performance to provide basic protection for operating agencies, jail staff, inmates, and the public.

Relevance of regulations for jail industries. Issues associated with jail industries and the workplace are not fully addressed in most state jail standards. However, in most states jail standards identify (and sometimes incorporate) *regulatory* requirements from several state agencies that *do* apply to any jail industry, including:

- building codes,
- life safety codes, and
- health, sanitation, and plumbing codes.

Because each of these codes has a special meaning in the jail industries context, managers need to research the codes' full impact and implications for the particular work program they plan to establish.

There are still other state regulations with direct applicability to a jail industry that are often not identified at all in jail standards. The most important of these are:

- labor and employment standards,

- workplace safety regulations (such as those enforced by the state OSHA agency),

- worker compensation standards, and

- worker training standards.

An example of the relevance of state regulatory standards to jail industries occurred in Iowa. In Page County, the Iowa Department of Labor filed a complaint against the Sheriff's Department because an inspection revealed that jail employees had not been vaccinated for hepatitis B. Although the Sheriff commented that "I run a jail that is as close to or exceeds any Iowa standards that there are...," he was not aware that state OSHA standards apply to the jail setting. The county was also cited for deficiencies with regard to jail respirators and procedures associate with potentially dangerous chemicals.

To learn about these standards, the jail industries manager must "think like a business," not like a jail. The manager must pursue answers to questions about applicability of standards to the jail industry but not be surprised when regulatory agency staff report they have never been asked if their standards apply in the jail setting. When this happens, the jail industry manager must try to persuade agency staff to interpret their standards.

Federal Statutes and Regulations

State legislation and regulations provide the starting point for identifying the legal restrictions on a jail industry. However, certain federal legislation and executive orders restrict prison—and by implication, jail—industries:

- *The Sumner-Ashurst Act (18 U.S.C. 1761)* makes the interstate shipping of prisoner-made goods a crime—whether or not a state has barred their importation. However, the Act exempts agricultural commodities, the manufacturing of parts for farm machinery, and products made by inmates for use by federal or state governments.

- *The Walsh-Healey Public Contracts Act (41 U.S.C. 35-45)* establishes minimum wages and working conditions for all persons employed to work on federal contracts for the manufacture of furnished goods in excess of $10,000. The act has been consistently interpreted to bar states from using their own inmate labor in the performance of applicable federal contracts.

- *Executive Order 11755* requires every federal contract to include a clause forbidding the use of state inmate labor except in limited circumstances, such as inmates on parole or probation, or inmates participating in work-release programs.

- *Executive Order 325A* bars use of state prisoners on all federal contracts but permits contracts for already finished goods. This allows state or local correctional industries to contract with federal agencies for finished goods (within the $10,000 limit established by the Walsh-Healey Act).

Prison Industry Enhancement (PIE) Program. In 1979, Congress amended the laws that restrict the sale of inmate-made goods in interstate commerce, exempting seven states from the prohibitions. This experiment, known as the Private Sector/Prison Industry Enhancement (PIE) Program, has resulted in a range of private sector initiatives in a number of states.

The 1984 Justice Assistance Act continued and expanded the private sector initiatives authorized in 1978. Under the Act, up to 20 correctional agencies may be certified for exemption from interstate commerce bans. Certification is coordinated by the Bureau of Justice Assistance.

As of March 1989, the following states were certified, or were expected to be certified, under the PIE Program:

- Alaska
- California
- Colorado
- Connecticut
- Delaware
- Idaho
- Iowa
- Kansas
- Maine
- Minnesota
- Missouri
- Nebraska
- New Hampshire (counties)
- New Mexico
- Nevada
- Oklahoma
- Oregon
- South Carolina
- Utah
- Washington

Officials in Indiana, Massachusetts, and South Dakota have also shown an interest in securing certification in hopes that Congress will authorize additional certificates, or that an agency currently certified will decide to relinquish its certificate.

The 1984 Act provided the first clear opportunity for *local* governments to apply for certification. Of the 20 available certificates authorized in 1984, two were awarded to counties—Strafford

County and Belknap County, both in New Hampshire. In both counties, certification has been essential for the operation of their industries because their products are shipped across state lines.

Although all twenty certificates authorized by Congress have been awarded, the Bureau of Justice Assistance has interpreted the law to allow counties to participate through association with a state correctional agency or another county within the same state that has been certified.

Furthermore, if Congress increases the number of certificates that can be awarded, more states can be expected to participate. Therefore, the PIE program should be of interest to all counties.

Participating in the PIE program opens major new markets and opportunities for a jail industry; it also imposes additional requirements as a condition of certification (*Federal Register*, Vol. 50, No. 61, Page 12563). Some of these requirements may already exist under state laws. The PIE regulations have the following requirements:

a. Funds must be collected to support a crime victim assistance program.

b. Representatives of private industry and organized labor must be consulted.

c. Inmate workers must be paid wages comparable to the wages paid for work of a similar nature in the locality.

d. State labor authorities must certify that proposed programs do not displace employed workers in the community, that there is not a surplus of workers in the locality who have the skills involved, and that no existing contracts for services will be infringed on.

e. Inmates must participate in programs on a voluntary basis and be provided with benefits and compensation for injuries sustained in the course of employment.

f. Each program must provide a substantial role for the private sector.

Anticipating potential opposition. Whether considering PIE certification or not, jail administrators become familiar with each of the preceding requirements because they represent typical concerns that potential opponents of any new jail industry program are likely to raise.

To prevent such opposition, the jail industry should at a minimum provide the following protections:

- *The inmates* must be protected from exploitation;

- *The labor force* must be protected from unfair competition and displacement;

- *The private sector* must be protected from unfair competition; and

- *The public* must be served (through victim assistance, decreased jail costs, or other benefits).

Court Decisions

In addition to state and federal legislation, applicable state and federal court decisions should be examined very carefully both during the planning phases of a new jail industry and periodically thereafter. While statutes and regulations provide initial guidance, it is often the courts that interpret and, at times, enforce them.

Again, the "two worlds" of business and incarceration in which a jail industry operates complicates the process of understanding pertinent legal issues and court decisions. Jail industry managers must not only understand the range of issues associated with detention and corrections but also be attentive to the litigation and legal principles applied to the workplace.

Legal Basis for Court Decisions

A jail industry may be sued or subjected to judicial action for two reasons:

1. *violation of constitutional rights,* based on interpretation of the federal and state constitutions; and

2. *violation of statutes and regulations* that are interpreted to provide inmates and the private sector with certain rights and protections.

Constitutional rights encompass a very broad range of issues that can be applied to the detention and corrections setting. The primary source of these rights lies in three amendments to the Federal Constitution:

- the right to be free from cruel and unusual punishment (Eighth Amendment);

- the right to equal treatment (Fourteenth Amendment); and

- the right to religious freedom and the right to freedom of speech and assembly (First Amendment).

For example, officials in Strafford County, New Hampshire, were concerned that their early jail industries efforts might be challenged on constitutional grounds. First, they were concerned about violating the constitutional protections for "equal protection" extended to female inmates, who were initially offered fewer industries work opportunities than male. Second, the primary workforce for in-house industries was comprised of pretrial detainees, who, under the Fourteenth

Amendment, cannot be compelled to work and cannot be punished without "due process." Legal counsel reported that these constitutional concerns were valid. As a result, the program was revised to ensure increased and comparable opportunities for female inmates and to require pretrial detainees to document their voluntary participation in the program.

Several counties (including Philadelphia and Prince Georges [Maryland]) have decided to solve equal protection concerns by integrating female inmates into all programs. The results have been very positive.

Statutes and regulations are also argued by inmates to entitle them to certain rights. Courts are frequently asked to determine if a federal or state law or regulation creates an inmate right or merely vests discretion in corrections managers to allow certain privileges. The "rights vs. privileges" debate continues in the courts.

For example, in *Turner v. Nevada Board of State Prison Commissioners*, 624 F.Supp. 318 (D.Nev. 1985), worker inmates successfully challenged the correctional practice of deducting part of their wages, alleging that state laws entitled them to a "property interest" in their prison wages.

Principal Court Decisions

Court decisions can be classified into two major categories for the purpose of jail industries:

(1) *Detention and corrections* decisions. These pertain specifically to the issues associated with involuntary confinement and supervision of pretrial detainees and sentenced offenders.

(2) *Industries and work program* decisions. These specifically address workplace issues, sometimes outside of the detention and corrections setting.

This manual does not describe the issues and court decisions associated with the general "detention and corrections" category. Other publications treat this complex area.[1] However, the following narrative offers a brief overview of court decisions that apply directly to corrections industries and work programs.[1]

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[1] The *NIC Jail Resource Manual*, National Institute of Corrections (Boulder, Colorado, 1989) discusses these issues and concepts and also identifies several periodicals that provide continuing review and analysis of detention and corrections caselaw. The *Detention and Corrections Caselaw Catalog* edited by R. C. Miller and D. J. Walter, CRS Inc. (Kents Hill, Maine, 1989 [Third Edition]) describes the holdings of more than 1,500 court decisions and is updated annually.

Inmate right to work. Courts have not ruled that productive work be available to inmates. However, inmate idleness is one of ten issues most likely to be considered by courts in finding correctional facility conditions to be unconstitutional based on the "totality of conditions" of confinement. For example, in *Laaman v. Helgemoe* a federal district court concluded that New Hampshire's statutory right to work does not require that each inmate be provided with a meaningful job; however, the court ruled that the statute does provide prisoners with the right to "avoid stultifying idleness." In *Toussaint v. McCarthy*, a federal appeals court ruled that denying inmates in administrative segregation access to work programs did not constitute cruel and unusual punishment under the Eighth Amendment.

Inmate right to refuse to work. The right of unsentenced jail inmates to refuse work has been clearly established. In *Tyler v. Harris*, a federal district court allowed pretrial detainees to be housed with convicted prisoners but ruled that they may not be subjected to "involuntary servitude." In *Main Road v. Atych*, a federal district court ruled that unsentenced inmates confined in Philadelphia correctional facilities could not be required to work. However, many courts have ruled that *sentenced* inmates can be compelled to work. Some states statutes require inmates to work.

Classification of inmates. Courts frequently find that the lack of an objective classification system in jails violates inmate constitutional rights. As a result, lack of a classification system that specifically includes jail industry eligibility puts a program at risk from the outset because decisions to allow or deny inmate participation in the program based on other criteria will not be considered valid. A classification system is essential if inmate assignment decisions are to be made on an objective and fair basis.

Equal protection and allocation of resources. Courts have ruled that access to work programs in state facilities must be comparable for males and females, and that parity may be required among other inmate groups. For example, *Glover v. Johnson* required Michigan correctional officials to revise and improve industries programs for female inmates.

Selecting inmate workers. To deny an inmate access to work, there must be an objective criterion that is related to a detention or corrections purpose (such as security risk, escape risk, or health considerations). Initial classification cannot be arbitrary. In *French v. Owens*, a federal district court included arbitrary work and program assignment procedures as part of an overall finding of unconstitutional conditions of confinement.

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[1] Additional information on rulings may be found in Appendix 2-2, Selected Court Case Summaries, which describes the holdings of 21 court cases. Appendix 2-3, Table of Cases/Topic Reference, identifies 93 court decisions and indicates the topics addressed in each. Full cases citations for each of the cases discussed below may be found in this appendix. Appendices 2-2 and 2-3 were drawn from the *Detention and Corrections Caselaw Catalog* (see reference in previous footnote) and *Guidelines for Prison Industries*, Institute for Economic and Policy Studies (Alexandria, Virginia, 1984). Part IV of the latter publication provides an in-depth analysis of court actions that affect prison industries.

Assigning inmates to jobs and transferring inmates to other assignments. The extent to which inmates have a right to a hearing or access to other due process procedures prior to a change in their job usually depends on whether state law is interpreted to create such an entitlement. Similarly, depending on state statute, dismissing an inmate worker from a job may require some due process. Several cases address these issues. For example, in *Altizer v. Paderick,* a federal appeals court ruled that inmates have no due process right to any particular job in an institution and that no procedural due process is needed to transfer an inmate from one job to another.

Work environment. Courts have consistently found that state and federal laws that regulate the work environment apply to correctional industries. In some instances, failure to meet these regulations contributed to a court finding of unconstitutional conditions of confinement.

Inmate compensation. Courts have consistently held that inmates do not have a constitutional right to be paid for their work, and courts have dismissed claims that inmates are entitled to wages under federal wage laws. However, some state laws have been interpreted to require compensation.

Disposition of wages. Courts have been increasingly involved with challenges to the handling of inmate wages by correctional agencies. Deductions from wages for room and board have not been found to violate *substantive* due process, but *procedural* due process violations have been found (violations based on the process used to make wage disposition decisions). According to *Turner v. Nevada Bd. of State Prison Com'rs.,* Nevada inmates no longer have a property right in their work wages with respect to deductions for payment for room and board. A statute was amended to allow deductions for room and board as of 1985. However, the court ruled that prior to the amendment, inmates did have a property interest in wages not being deducted for room and board. Therefore, the court refused to dismiss claims brought by inmates whose wages had been subject to deductions before 1985.

Reduction of sentence/good time. Increasingly, inmates who work are given a reduction in their sentences under the provisions of state law. This practice has prompted additional court scrutiny of work practices, because the award of "good time" often triggers a procedural due process requirement. The process for awarding good time in exchange for work must be carefully documented. Mere verbal agreements and lack of written documentation can pose problems, as indicated by the following West Virginia case. In *Holton v. Fields,* the breach of a promise allegedly made to an inmate by a jail administrator was found to be not actionable under 42 U.S.C.A. Section 1983 (federal civil rights statute). The administrator allegedly promised the inmate he would be granted day-for-day good time credit for all of the time spent as a member of the jail paint crew. However, the court ruled that nonpayment of wages or a disallowance of promised good time at best amounts only to an allegation of breach of contract in the absence of a public policy requiring payment of wages or allowance of good time for work performed while in jail. Neither West Virginia law nor federal law requires payment or good time credit under the circumstances.

Two final notes about court decisions are necessary. First, caselaw evolves and changes, requiring a continuing effort to "keep current." Second, each state has its own body of caselaw based on state law.

Standards

The third operational foundation for developing and running a jail industry is offered by the voluntary standards professional organizations have developed at the state and national level.

Professional standards for prison and jail industries have been developed by the American Correctional Association. These standards are typically broad in scope and are often general in their language because they are intended for adoption by a national audience with widely differing needs and resources. In addition, the primary purpose of professional standards is the provision of guidelines to promote improved operations rather than to establish mandatory conditions. As such, professional standards offer important *goals* for corrections, not *minimum* levels of required performance.

There are two sets of standards applicable to a jail industry. First, there are ten pertinent standards in the American Correctional Association's *Standards for Adult Local Detention Facilities*. These are provided in Appendix 2-4 in the form of a checklist. The standards address only a few topics that are directly applicable to a jail industry, such as inmate compensation and discrimination in the assignment of work.

A second set of standards developed by the American Correctional Association addresses correctional industries in more detail. Published in 1981, *Standards for Correctional Industries* offers 74 standards grouped under six categories:

1. Administration (17 standards)

2. Fiscal Management (10 standards)

3. Safety, Security and Working Conditions (16 standards)

4. Inmate Personnel Practices (16 standards)

5. Shop Practices (9 standards)

6. Marketing (6 standards).

These standards were developed for *state or federal* industries operations. As a result, the breadth of the standards may seem inappropriate to some jail managers. However, the *principles* the standards articulate should be applied in even the smallest jail.

To assist in using these standards, Appendix 2-5 provides the text of the standards in checklist form. Highlights of the standards for prison industries, and their applicability to the jail setting, are described below. The applicable standards are referenced in parentheses.

- Prison inmates are to be compensated for injuries sustained while working in industries (1.1.6). The jail industry manager should consider providing workers compensation coverage for inmate workers since they face the same risk of being injured as do state inmates.

- A board or commission should be established to provide advice and policy guidance to the industries program (1.1.14). Advisory boards have been central to the development of several jail industries and have effectively guided continuing operations. For example, in Belknap and Strafford counties in New Hampshire, boards identified initial clients for the industries programs.

- Industries programs must meet applicable minimum federal, state, and local work, health, and safety standards (1.3.1). A previous section of this chapter underscored the importance of regulatory compliance for jail industries.

- Prison industries must be linked to academic and vocational programs (1.4.5). In the jail setting, such linkages are often even more important than in state or federal facilities. In Strafford County, New Hampshire, scheduling disputes and other conflicts between the jail industry and inmate education programs posed the most serious problems during the first months of operation.

Several professional organizations also offer the opportunity to achieve *accreditation*. Many jails have been accredited by the American Correctional Association for compliance with *Standards for Adult Local Detention Facilities*; however, to date no jails have applied for accreditation under the *Standards for Correctional Industries*. A voluntary activity, accreditation usually involves an audit of a jail's operations and facilities by a team of experts provided by the accrediting organization but paid for by the jail. Because of their voluntary nature, professional standards are often viewed by jail managers as luxuries they do not have the money or time to afford. This is unfortunate, because the accreditation process offers the jail a chance to evaluate its operations and facilities objectively in light of professional standards and external review.

Other resources should also be considered in the context of jail industries (see Chapter 1). In particular, the National Commission of Correctional Health Care's *Standards for Health Services in Jails* should be consulted, because medical and health issues must be considered in the context of the work place.

Managing Risk in Detention and Corrections

Because jail industries operate in two dimensions—secure detention and the business environment—jail industries run many more risks than do normal businesses. If not anticipated and neutralized, the risks can easily kill a program or subject the jail to costly litigation.

Risk Management in the Jail Industry Setting

Risk Management refers to the development and implementation of procedures designed to protect an organization against losses. "Loss" in the jail has the following special meanings:

- injury to staff, prisoners, or the public;
- breach of safety and security practices;
- involvement with costly litigation; and
- reduction of, or loss of, insurance coverage.

These can be considered "losses" in the sense that they may cause human suffering, cost the jail money, or bring the facility adverse publicity—a loss of reputation.

Further, when jail industries are considered there is the risk of the entire program being jettisoned. If risk is not properly managed, the program may become too costly in political terms, leading officials to terminate operations.

To prevent these losses from happening, risk management typically involves the following steps:

- identifying and analyzing exposures to loss;
- examining the feasibility of alternative ways to eliminate or minimize exposure;
- selecting the best technique(s);
- implementing the chosen technique(s); and
- monitoring and improving the techniques.

In jails, risk management necessarily includes special attention to reducing the legal liability of the facility. Liability in a jail industry may include the following issues that pertain to *facility staff*:

- negligent hiring

- negligent retention
- failure to direct
- negligent assignment
- failure to supervise
- negligent entrustment (letting the wrong kind of staff or inmates undertake certain tasks)
- failure to train.

While the preceding seven types of liability apply to facility staff, they also apply to *inmate workers*. For example, a jail may be sued if it retains a negligent industry supervisory or if it continues to provide work to an inmate who has shown negligence in the use of dangerous equipment.

Risk Control Techniques

The principal strategies for limiting risk in a jail industry are outlined below.

Avoid Exposure. Examine all aspects of jail industry which are discretionary and can therefore be ignored or halted. For example, in Strafford County, New Hampshire, this meant turning down a contract with a local shoe company because the work required the use of knives.

Prevent Loss. A "proactive" approach reduces incidents through good management practices. For example, Hennepin County, Minnesota, uses concise policies and procedures to guide all aspects of its jail industries program, providing consistency and stability to its operations.

Reduce Loss. This "reactive" approach that follows an incident includes thorough reporting and investigation, and aggressive defense. For example, if an inmate is injured on the job, the jail industry manager can act quickly to secure medical treatment, obtain detailed incident reports from all involved parties, and investigate the circumstances leading to the accident.

Segregation of Exposure. Two techniques, separation and duplication, are common to this strategy. *Separation* involves reducing the size of a potential problem by dispersing the risk (e.g., working with a small number of prisoners at any one time, parking vehicles in several locations). *Duplication* includes keeping two sets of records or keys in different locations to minimize the impact of losing one set.

Contractual Transfer. Jail industry managers can reduce their liability by using outside resources for the provision of specific services and facilities. For example, if a manufacturing process requires using dangerous equipment, the jail industry manager might contract with a private firm to provide that service. However, while liability can be reduced by such efforts, the organization retains significant responsibility for the treatment of prisoners. As a result, the industry manager must develop careful contracting procedures and provide thorough monitoring and quality control.

Financing the Risk. This includes buying insurance to reimburse some of the costs of an accident or incident, or issuing bonds, building up special reserves, or making provision for special assessments to finance risks. For example, both Strafford and Belknap counties in New Hampshire elected to purchase workers compensation insurance for their inmate workers.

There are several techniques that should be considered to maintain adequate insurance coverage. Managers have a range of options for securing and maintaining financial protection. Many of the strategies have already been addressed in this section (manage the risk, discontinue nonessential services, transfer risks). Another option is to consider "public entity pools," which are becoming increasingly available to governmental agencies. Public entity pools involve several local government agencies in a "pooled" approach to providing insurance coverage through group purchasing, self-insurance funding, or a combination of both.

Chapter 7 offers specific tools that can help the jail industries manager identify operational problems that might present risks. For example, one tool is a checklist that allows the manager to systematically evaluate the industry program, identifying problems before they become more serious.

Sources of Information

Appendix 2-6 provides a list of sources at the local, state, and national level which may be able to provide information about pertinent statutes, regulations, legal issues, standards, and risk management techniques. Chapter 1 provides detailed listings of many of the specific agencies, organizations, and networks noted generically in the exhibit.

Legislative Re

A. AUTHORIZATION LOCUS (LOCI)	A
Commissioner/Director/Board of Corrections[1]	
Industries Office Established	
Warden/Superintendent Authority	
Industries Board/Corporation	
B. PURPOSE SPECIFIED[2]	•
Reduce Correctional Costs/Self Supporting	X
Training/Work Experience[3]	X
Benefit of State	
Goal of Rehabilitation/Reintegration	X
Idleness Prevention[4]	
C. AUTHORIZED OPERATIONS	•
General Grant of Authority	X
Agriculture Operation	X
Manufacturing Operation	X
Service Operation	
License Plates/Tags	
State Signs	
Printing	
Facility Maintenance (A = Authorized, I = authorized under Industries)	
Public Works (A = Authorized, I = under specified Industries)	A
Other[5]	
D. ADVISORY OR OVERSIGHT BOARD ROLE	•
General Advice[6]	
Specific Approval Required[7]	
Expansion or Closing of Industries Approval or Public Hearings[8]	X
E. MARKETING (R = Required, P = Permitted)	•
State Agencies Purchasing[9]	R
County/Local Agencies Purchasing	P
Federal Government Agencies Purchasing	
Nonprofit Agencies Purchasing[10]	
Open Market Sales[11]	
Surplus to Open Market[12]	P
Other States' Agencies (Sales to)[13]	
Industries or DOC Sets Prices	X
Open Market Price Requirement[14]	
Cost Dispute Arbitration	
Price List/Catalog[15]	X
Waiver to State Use Requirement[16]	X
Criminal Penalty for State use Violation	
Dismissal Penalty for Violations	
Out of State Inmate Goods Import Regulated/Barred	X
State/Local Markets Required to Submit Estimates of Product Needs Annually[17]	X
	AL

Appendix 2-1

uirements for Prison Industries by State

Correctional Industries Legislation Review

											STATE													
AK	AZ	AR	CA	CO	CT	DE	DC	FL	GA	HI	ID	IL	IN	IA	KS	KY	LA	ME	MD	MA	MI	MN	MS	MO
X	X	X			X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
				X	X							X							X		X			
																	X							
	X		X					X	X															
•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
X		X	X	X				X						X		X	X		X		X		X	
X		X		X	X		X	X	X		X	X	X	X				X	X	X	X	X	X	X
				X				X								X	X		X	X				
			X	X			X	X	X						X	X		X	X	X			X	X
			X					X			X						X				X			X
•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
X	X	X	X	X	X	X		X	X			X	X	X	X	X	X		X			X		
X		X	X	X	X	X		X	X	X			X			X	X	X		X	X		X	X
X			X		X		X			X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
X			X								X	X		X			X		X	X				X
				X							X	X				X		X				X		
											X					X								
A				I								A		A	A	A	A				A		A	
A	A	A	A	A	A			A	A		I	A	I	A	A	A	A	A	A	A	A	A	A	
				X			X							X										X
•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
X				X							X		X	X	X		X		X		X		X	X
X	X													X									X	
X	X		X	X									X	X										X
•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
R	R	R	R	R	R	P	P	R	R	R	P	R	R	R	R	R	I		R	R	R	R	P	R
P	P	P	P	P	P	P	N/A	P	R	P	P	R	R	P	P	R	P		P	R	P		P	P
P		P	P	P	P		P	P			P	P		P	P				P		P			
P		P			P						P	P			P				P		P			
P	P	P			P						P	P	P	P		P	P	P	P	P		P	P	
	P			P	P	P			P		P								P				P	P
P	P	P	P	P			P		P		P	P	P	P	P		P		P		P			P
X			X			X				X	X	X			X	X			X	X		X	X	X
X	X	X	X	X								X			X				X	X		X	X	
								X												X				
	X	X	X							X			X	X					X	X			X	X
X	X	X		X	X				X	X		X		X	X	X				X		X		X
	X		X	X	X			X		X						X	X		X	X	X			
		X								X											X			X
		X	X		X				X								X	X	X				X	
		X		X						X	X					X			X	X			X	X
K	AZ	AR	CA	CO	CT	DE	DC	FL	GA	HI	ID	IL	IN	IA	KS	KY	LA	ME	MD	MA	MI	MN	MS	MO

Correctional Industries Legislation Review

	STATE																								
	MT	NE	NV	NH	NJ	NM	NY	NC	ND	OH	OK	OR	PA	RI	SC	SD	TN	TX	UT	VT	VA	WA	WV	WI	WY
A. AUTHORIZATION LOCUS (LOC)																									
Commissioner/Director/Board of Corrections[1]	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X	X	X
Industries Office Established					X	X	X									X						X			
Warden/Superintendent Authority				X						X			X			X			X				X		X
Industries Board/Corporation						X						X										X			
B. PURPOSE SPECIFIED[2]	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Reduce Correctional Costs/Self-Supporting	X	X	X		X			X				X			X		X	X		X		X	X		X
Training/Work Experience[3]	X	X	X		X	X	X	X	X	X	X						X	X		X		X		X	X
Benefit of State	X	X					X	X	X		X	X	X	X	X		X	X	X	X	X	X	X	X	X
Goal of Rehabilitation/Reintegration	X		X									X					X	X	X					X	
Idleness Prevention[4]	X					X							X		X		X					X			
C. AUTHORIZED OPERATIONS	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
General Grant of Authority	X		X		X	X		X		X	X	X						X	X	X		X	X	X	X
Agriculture Operation	X	X	X	X	X			X	X	X			X			X	X	X		X		X		X	X
Manufacturing Operation	X	X	X	X		X	X		X	X		X	X	X	X	X	X		X		X	X		X	X
Service Operation	X		X	X		X				X		X	X	X	X				X	X	X	X		X	
License Plates/Tags	X	X		X											X	X	X						X		
State Signs	X														X	X	X						X		
Printing		X											X								X			X	
Facility Maintenance (A = Authorized, I = authorized under Industries)	I	A				A			A				A			A		A							A
Public Works (A = Authorized, I = under specified Industries)	I	A			A	A	A	A	I	A	A	A	A		A	A	A	A		I	A	I		A	
Other[5]							X								X								X		
D. ADVISORY OR OVERSIGHT BOARD ROLE	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
General Advice[6]			X						X			X					X					X			
Specific Approval Required[7]																						X			
Expansion or Closing of Industries Approval or Public Hearings[8]					X																	X			
E. MARKETING (R = Required, P = Permitted)	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
State Agencies Purchasing[9]	P	R	P	R	R	R	R	R	P	R	R	P	P	R	R	R	R	R		P	R	P	R	R	P
County/Local Agencies Purchasing	P	R	R		R	P	R	P	P	P	P	P	P	R	P	P	R	R		P		P	P	P	P
Federal Government Agencies Purchasing	P	P				P						P	P			P	P	P		P				P	
Nonprofit Agencies Purchasing[10]	P					P			P		P				P		P				P	P		P	
Open Market Sales[11]	P	P	P	P					P	P		P		P					P	P					
Surplus to Open Market[12]					P	P					P					P		P				P			P
Other States' Agencies (Sales to)[13]	P			P		P							P	P			P			P		P			
Industries or DOC Sets Prices	X						X			X					X		X	X			X		X		X
Open Market Price Requirement[14]	X		X	X		X				X				X	X								X		X
Cost Dispute Arbitration							X							X		X									
Price List/Catalog[15]	X	X		X	X	X					X			X	X		X	X			X	X	X		
Waiver to State Use Requirement[16]		X			X	X	X				X			X			X	X				X	X		
Criminal Penalty for State use Violation		X				X		X			X		X		X		X	X				X	X		
Dismissal Penalty for Violations		X															X				X		X		
Out-of-State Inmate Goods Import Regulated/Barred		X		X	X	X							X	X			X				X	X		X	
State/Local Markets Required to Submit Estimates of Product Needs Annually[17]	X				X		X			X	X				X		X	X		X			X		
	MT	NE	NV	NH	NJ	NM	NY	NC	ND	OH	OK	OR	PA	RI	SC	SD	TN	TX	UT	VT	VA	WA	WV	WI	WY

Correctional Industries Legislation Review

	STATE																									
	AL	AK	AZ	AR	CA	CO	CT	DE	DC	FL	GA	HI	ID	IL	IN	IA	KS	KY	LA	ME	MD	MA	MI	MN	MS	MO
F. SPECIFIC AUTHORITY/ REQUIREMENTS																										
Discontinue Unprofitable Industries				X									X			X								X		
Make Contracts[18]			X		X	X					X		X	X	X		X		X			X			X	
Specific Reports/Annual Reports/Audit[19]					X	X	X			X		X	X	X							X				X	
G. OPERATIONAL LIMITS	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Size (e.g., market share, capital value, gross receipts)					X							X														
Unfair Competition Avoidance[20]	X	X			X																X					X
Diversify Programs Mandate					X														X		X					X
Workweek/Day Specified[21]														X			X		X							X
Normal Real World Conditions Mandate		X			X	X	X	X									X		X		X		X			
Manufacture to State Specifications	X																			X	X		X		X	
H. REVOLVING FUND	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Created[22]	X	X	X	X	X	X	X		X	X	X	X	X	X	X	X	X	X		X	X	X	X	X	X	X
Size or Other Limit	X	X	X	X		X	X		X	X	X				X							X			X	
Pay State Employees From Fund[23]	X		X		X	X							X			X				X						
Pay Inmate Workers		X	X		X	X			X		X					X								X		X
Pay Non-Industries Inmates[24]									X		X		X			X										
Capital Expansion[25]	X		X	X	X		X				X	X				X				X				X	X	X
Purchase of Supplies[26]	X	X	X	X	X	X	X		X			X				X	X			X				X	X	X
Defray Cost of Employment Program Generally[27]					X	X			X			X									X		X			X
Borrowing Authority[28]					X	X					X													X		
I. PURCHASE AUTHORITY	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Specific Purchase Authority Outside of Purchase Law Requirements[29]					X						X												X			
Specific/General Purchase Law Waiver							X			X				X	X						X			X		
J. INMATE COMPENSATION	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Wages Authorized[30]		X	X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X
Good Time for Work		X		X	X	X	X			X						X				X	X				X	X
Worker's Compensation[31]					X		X									X						X		X		
Other Sentence Reduction Provisions				X						X	X			X				X			X	X	X			
Reimburse Correctional Cost of Confinement Deduction		X	X			X				X	X					X	X						X	X		
Victim Compensation Deduction Authorized		X	X			X													X							X
Dependent Support Deduction Authorized[32]		X	X			X		X		X	X						X							X		X
K. PRIVATE INDUSTRY AUTHORIZATION	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Contracting for Inmate Labor Prohibited											X				X							X	X	X		
Private Industry Permitted[33]		X	X							X		X			X	X	X		X				X	X	X	X
Work Release Authorized		X	X	X	X		X	X		X				X	X	X	X		X		X	X	X	X		X
Wage Requirements Established			X	X											X	X			X			X	X	X		
	AL	AK	AZ	AR	CA	CO	CT	DE	DC	FL	GA	HI	ID	IL	IN	IA	KS	KY	LA	ME	MD	MA	MI	MN	MS	MO

Correctional Industries Legislation Review

	STATE																								
F. SPECIFIC AUTHORITY/ REQUIREMENTS	**MT**	**NE**	**NV**	**NH**	**NJ**	**NM**	**NY**	**NC**	**ND**	**OH**	**OK**	**OR**	**PA**	**RI**	**SC**	**SD**	**TN**	**TX**	**UT**	**VT**	**VA**	**WA**	**WV**	**WI**	**WY**
Discontinue Unprofitable Industries									X																
Make Contracts[18]	X		X				X			X	X					X	X						X		
Specific Reports/Annual Reports/Audit[19]						X	\				X	X	X		X	X	X				X	X	X	X	
G. OPERATIONAL LIMITS	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Size (e.g., market share, capital value, gross receipts)	X																			X					
Unfair Competition Avoidance[20]	X	X			X						X						X								X
Diversify Programs Mandate		X				X		X				X													
Workweek/Day Specified[21]		X	X		X	X	X		X				X				X	X	X				X		
Normal Real World Conditions Mandate			X																			X			
Manufacture to State Specifications																		X							X
H. REVOLVING FUND	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Created[22]	X	X	X	X	X	X		X		X	X	X	X		X	X	X	X	X	X		X	X		
Size or Other Limit	X			X	X			X							X	X		X				X	X		
Pay State Employees From Fund[23]								X		X	X	X											X		
Pay Inmate Workers	X					X				X	X	X	X												
Pay Non-Industries Inmates[24]																						X			
Capital Expansion[25]			X	X				X		X	X	X	X		X		X						X		
Purchase of Supplies[26]				X				X		X	X	X	X		X			X					X		
Defray Cost of Employment Program Generally[27]		X	X	X		X		X			X		X		X	X		X	X			X			
Borrowing Authority[28]												X													
I. PURCHASE AUTHORITY	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Specific Purchase Authority Outside of Purchase Law Requirements[29]	X		X			X		X							X	X			X			X			X
Specific/General Purchase Law Waiver				X	X				X			X										X			
J. INMATE COMPENSATION	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Wages Authorized[30]	X	X	X	X	X	X	X	X	X	X	X	X	X	X		X			X	X	X	X	X	X	X
Good Time for Work	X				X	X	X	X	X	X		X		X	X		X	X		X	X	X	X	X	X
Worker's Compensation[31]	X	X			X			X			X	X			X		X				X	X		X	X
Other Sentence Reduction Provisions	X					X			X					X	X		X	X		X	X		X	X	
Reimburse Correctional Cost of Confinement Deduction		X				X				X	X		X						X	X		X		X	
Victim Compensation Deduction Authorized		X	X			X					X								X			X			
Dependent Support Deduction Authorized[32]		X	X		X	X	X	X		X	X		X						X	X		X		X	X
K. PRIVATE INDUSTRY AUTHORIZATION	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Contracting for Inmate Labor Prohibited				X		X	X					X	X			X		X	X	X		X	X		X
Private Industry Permitted[33]		X	X			X				X	X			X	X		X		X			X			
Work Release Authorized			X		X	X	X	X	X	X	X	X	X	X	X	X		X		X	X	X		X	
Wage Requirements Established		X												X					X			X			
	MT	**NE**	**NV**	**NH**	**NJ**	**NM**	**NY**	**NC**	**ND**	**OH**	**OK**	**OR**	**PA**	**RI**	**SC**	**SD**	**TN**	**TX**	**UT**	**VT**	**VA**	**WA**	**WV**	**WI**	**WY**

1. Multiple authorizations for prison industries may exist in a state, even where a prison industry authority exists, e.g., GA; DC–Mayor has authority over industries.

2. In addition to the state goals listed here, ME has legislated industries' goal to include public restitution; IA—dependent support; NM—commission to assist with post-release employment. Negative goals include: CA—minimize negative impact on private industry or labor force. MT—has two industries programs with overlapping goals.

3. For prison industries to implement its training goal program, the DOC may be required to modify its activities, i.e., KY—DOC must classify for prison labor; TN—must classify for industries and provide training for each industry; NV—ibid.; IL—training related to prison industries must be available, as well as training after work day; change in work assignment for disciplinary reason requires due process procedures; CO—DOC to set aside an industries area. See also, note 21.

4. SC requires reduction of idleness and minimal occupation in marginally productive pursuits, many states prohibit the employment of inmates when not physically fit, e.g., VT.

5. CO establishes a badge manufacturing operation; DC establishes brooms and gun mounts; MO—furniture repair; SC, MD—dry cleaning for uniforms; WV—book binding; WI—auto shops. NY, CA, GA, ID and MN may pay for vocational education or training. IA authorizes industries to establish community-based employment centers and permits the DOC to establish a bonus system for sales personnel.

6. NV—requires periodic assessment of prison industries by qualified persons, professional groups or trade associations. MI—permissive not mandatory to establish Advisory Council.

7. AK—budget; IA and AZ—adopt and promulgate rules; MS—the Advisory Board of Corrections also serves as an Advisory Board for Industries and its approval is required for sale of products; WA—authority to determine the gross annual production of each new enterprise.

8. AL—public notice before new manufacture, includes written notice to trade associations; NJ—legislative approval required; CA—public hearings.

9. IA—may not buy to resell to state agencies; MI—law may permit governor to institute state purchase requirement by regulation; industries can buy to complete order; NM—print and sign are exempt from state-use requirement.

10. VA—can sell to private persons receiving state assistance.

11. Included under open market sales are states that have repealed prohibitions on open market sales—AR, RI, IA, KY, MA; CT—permits open market sales but not for a resale of those products. AK law implies same result; IL—can bid on subcontracts for state contracts and permits grain sales; VT—can sell on open market if goods not produced in state; LA—agricultural goods, and manufactured goods made only in foreign countries; ND—to wholesale outlets; ID—to commercial buyers but not to private individuals; NE—where inmates paid state minimum wage; NM—agricultural and animal husbandry products; AK—if no negative impact on private sector; GA—unprocessed farm products; IA—subcontracts to private permitted if comparable wages paid and no displacement of employed workers. NV—law does not specifically authorize or prohibit open market sales; MD—to national defense contractors.

12. OK—if not manufactured in state.

13. CA—"other public use"; GA—Attorney General opinion; barred in MT.

14. LA—price must not be below cost; OR and NH—must defray costs; CO—not below cost except for DOC sales; VA—defray all costs, including depreciation and return of capital.

15. AK—the Commissioner of Administration established a maximum price above which the state will not purchase; WV—has special board for price disputes.

16. I.e., if prison industries cannot match price, quantity or quality, or deliver on time; CO—also authorizes refund if warranties not met; VA—authorizes payment for goods bought without prison industries waiver; NM—must buy if prison industries within 5% of market price.

17. MA—state purchasing agent to advise prison industries, based on interview with state agencies; MO—Division of Purchasing shall cooperate in promoting prison industries goods; CA—state agencies must consult with prison industries; MD—quarterly reports required.

18. ID—includes authority to insure products, supplies, etc.; IN—may contract for management of state-run prison industries; KS—up to 10 years' duration and $500,000; MO—can contract for sales agents; MA—appoint sales agents.

19. SD—separate accounts for each plant for audit review ease; IL—extensive reporting requirements include recidivism and postrelease employment; standard accounting procedures to be used in AK, CA, ID, and OH.

20. NE—no printing in competition with outside labor; MA—take into account job market and employment conditions in community.

21. IL and NM—minimize disruption by adjusting institutional schedules to avoid conflicting activities. Other programs shall be available after work hours. See also, note 3.

22. SD—funds to be invested in daily balance interest account by Treasury; NE—Treasurer to invest funds; ID and NM—interest credited to fund.

23. MI—supervisory costs that relate to custody and security to be paid by DOC; ID—industries employees exempt from state civil service.

24. IA—non-inmate workers fund established from pay-back provision.

25. KS—5% of gross profits goes to equipment replacement fund; DC—requires that equipment and other fixed assets be depreciated.

26. Departments may advance funds to pay for purchase of raw materials.

27. CT—no purchase of $2,000 without approval; OR—prohibition on use for DOC expenses; TN—capital expenditure over $2,500 requires governor's approval.

28. CA—borrow for specified uses only (from private).

29. UT and NV—authority for administrative exemption exists; RI—law is unclear; NM—limited to less than $2,000; MI—provides for the establishment of "suitable methods" of purchasing.

30. CA and AK—authorize wages up to one-half minimum wage; WI—set at rate not to cause deficit.

31. IL and IN—include inmates in the unclassified state workers service, which can be interpreted to imply authorization for coverage; MA—does not include prison industries employees; TN—Tort Claims Act Procedure; NM—legislative ratification.

32. DE and KS—when dependents are on public assistance; PA—consent required, up to 1/4 of pay; NE—has extensive scheme to provide due process protection to inmates receiving minimum wages for unfair deductions of any type.

33. WA—incentive provided by 15% preference in state bids; MN—inmate corporation barred; TN and LA—have restitution industries; special boards to lure private companies exist in FL and OK; AR and HI—legislation is ambiguous on this issue; SC—authority relates to employment opportunities for physically handicapped, mentally retarded, or aged inmates.

Appendix 2-2

Selected Court Case Summaries*

The following chronological case summaries present the principal court rulings pertinent to jail industries.

1964

Tyler v. Harris, 226 F.Supp. 852 (W.D. Mo. 1964). Unconvicted persons can be kept with convicted persons in federal medical centers, but they may not be subjected to involuntary servitude. (Medical Center For Federal Prisoners, Springfield, Missouri)

1970

Holt v. Sarver, 309 F.Supp. 362 (E.D. Ark. 1970). State prisoners challenged conditions and practices in the state prison system. The district court held that conditions and practices in the Arkansas penitentiary system amounted to cruel and unusual punishment prohibited by eighth and fourteenth amendments. Forced uncompensated labor of state convicts did not violate thirteenth amendment. The Arkansas system of working convicts was not "slavery" in the constitutional sense of term. (Arkansas Prison System)

1972

Hamilton v. Landrieu, 351 F.Supp. 549 (E.D. La. 1972). Assignment of inmates to jobs where they have access to other inmates' records or information shall be discontinued. Practices whereby inmates are assigned to sensitive tasks which may compromise security shall be discontinued. (Orleans Parish Prison, Louisiana)

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*Excerpted with permission from R.C. Miller and D.J. Walter, Detention and Corrections Caselaw Catalog, CRS, Inc. (Kents Hill, Maine: 1989 [third edition]).

1974

Main Road v. Atych, 385 F.Supp. 105 (E.D. Penn. 1974). Unsentenced prisoners cannot be required to perform uncompensated labor. (Philadelphia Prison System, Pennsylvania)

1976

Barnes v. Government of the Virgin Islands, 415 F.Supp. 1218 (D. V.I. 1976). Detainees are not required to work except to keep cell areas clean. (Golden Grove Adult Correctional Facility, Virgin Islands)

1977

Ahrens v. Thomas, 434 F.Supp 873 (W.D. Mo. 1977), *aff'd,* 570 F.2d 288. Work release, vocational training release, and educational release programs may be established for the new facility. Rehabilitation programs, counseling, work release, and vocational programs are not constitutionally required. (Platte County Jail, Missouri)

Laaman v. Helgemoe, 437 F.Supp. 269 (D. N.H. 1977). Although New Hampshire prisoners' statutory right to work does not extend to a right to a meaningful job, it does provide prisoners with the right to avoid stultifying idleness. (New Hampshire State Prison)

1978

Altizer v. Paderick, 569 F.2d 812 (4th Cir. 1978). *cert. denied.* 435 U.S. 1009 (1977). Inmates have no due process right to any particular job in an institution; no procedural due process is needed to transfer inmate from one job to another. (Virginia State Prison)

Bijeol v. Nelson, 579 F.2d 423 (7th Cir. 1978). Pretrial detainees may be required to perform general housekeeping tasks. (Metro Corr. Center, Chicago)

1979

Wojtczak v. Cuyler, 480 F.Supp. 1288 (E.D. Penn. 1979). Where the inmate is placed in segregation as protective custody, security considerations prevent his attendance at the law library. If he is able to work, he should receive pay for work or idle pay when no work is available. (State Correctional Institution, Graterford, Pennsylvania)

1981

McDaniel v. Rhodes, 512 F.Supp. 117 (S.D. Oh. 1981). Allegations that the plaintiff was given a job assignment which aggravated his allergies and that nothing was done to change the assignment when it was brought to the administration's attention state a claim for deliberate indifference to known medical needs. (London Correctional Center, Ohio)

1985

Longval v. Commissioner of Correction, 484 N.E.2d 112 (App.Ct. Mass. 1985). Certain inmates with long prison terms which they alleged exceeded their respective life expectancies brought a suit challenging the validity of a statute pursuant to which they were denied access to the whole of their funds. The Superior Court denied relief, and the prisoners appealed. The appeals court held that a "life term" within meaning of a statute establishing a system for compensating inmates who performed good and satisfactory work in certain work programs was limited to those prisoners who were sentenced to life imprisonment and did not apply to inmates whose aggregate sentences exceeded their statistical life expectancies. (M.C.I., Cedar Junction, Massachusetts)

Smith v. Rowe, 761 F.2d 360 (1985). In a civil rights action brought by a former prison inmate, defendants appealed from judgment of the United States District Court. The court of appeals held that: (1) the district court did not abuse its discretion in excluding documents not listed in pretrial submission; (2) the plaintiff's failure to take other job assignments, which resulted in her continued detention and punitive segregation, did not under the circumstances amount to failure to mitigate damages as matter of law; (3) the award of compensatory damages in the amount of $80,770 was not "monstrously excessive" or shocking and did not require a new trial or remittur; and (4) plaintiff established a prima facie case against director of the Illinois Department of Corrections. (Dwight Correctional Center, Illinois)

Toombs v. Hicks, 773 F.2d 995 (1985). The Eighth Circuit Court of Appeals remanded a case ruling that an inmate stated a claim for cruel and unusual punishment in being assigned a work duty beyond his physical capacity. After his medical reevaluation, he claimed he remained on squad assignment for a two-handed hoe, despite that he was classified as fit for only one-armed duty. The court said that while the inmate may ultimately prove no viable claim, he was to be given the chance to develop his case. (Arkansas Department of Correction)

Turner v. Nevada Bd. of State Prison Com'rs., 624 F.Supp. 318 (D.Nev. 1985). Nevada inmates no longer have a property right in their work wages in respect to deductions for payment to a victim's family and payment for room and board. A statute was amended to allow deductions for room and board as of 1985. Prior to 1985 the statute read as follows:

> 1. The director shall:
>
>   a. To the greatest extent possible, establish facilities which approximate the normal conditions of training and employment in the community.
>
>   b. To the extent practicable, require each offender, except those whose behavior is found by the director to preclude participation, to spend forty hours each week in vocational training or employment, unless excused for a medical reason.
>
>   c. Use the earnings from services and manufacturing conducted by the institutions to offset the costs of operating the prison system and to provide wages for the offenders being trained or employed. The director may first deduct from the wages of any offender such amounts as the director deems reasonable to meet any existing obligation of the offender for the support of his family or restitution to any victim of his crime.

The amended version was to permit maintenance deductions. It reads:

> The director may deduct from the wages earned by an offender from any source during his incarceration:
>
> 1. An amount determined by the director, with approval of the board, to offset the cost of maintaining the offender in the institution, as reflected in the budget of the department; and
>
> 2. Such amounts as the director considers reasonable to meet any existing obligation to the offender for the support of his family or restitution to any victim of his crime.

However, prior to the amended version, the court determined, inmates did have a property interest in wages not being deducted for room and board. Therefore, the court refused to dismiss claims brought by those inmates that prison officials violated their rights to due process.

Lastly, the court found no violations in equal protection in deducting wages for room and board only from inmates who earn a gross income of $75.00 or more a month. (Nevada Board of State Prison Commissioners)

1986

Adams v. James, 784 F.2d 1077 (11th Cir. 1986). Prison inmates brought an action challenging their transfers from jobs as law clerks. The United States held that: (1) inmates did not have a property interest in continuing as law clerks; (2) benefits which are not classified as entitlements may not be terminated for impermissible reasons; and (3) first amendment rights are identified by balancing the right asserted against the need of the prison for discipline. (Polk Correctional Institute, Florida)

Dupont v. Saunders, 800 F.2d 8 (1st Cir. 1986). Inmates filed suit alleging that they were wrongfully removed from their law library positions. The United States District Court denied the inmates' motion for a preliminary injunction. The inmates appealed. The court of appeals held that: (1) the inmates failed to establish irreparable harm, even though the challenged disciplinary actions deprived them of the opportunity to earn good-time credits, where they could seek a retroactive award of those credits if it was determined that they were wrongfully discharged, and when other clerks were available to serve as "writ writers" for other inmates; (2) the inmates had no vested property or liberty rights to either obtain or maintain their positions; and (3) the district court's findings that the inmates were terminated for cause and in accordance with prison regulations were not clearly erroneous, even though the inmates claimed that they were removed from their positions in retaliation for filing complaints. (MCI-Cedar Junction, Massachusetts)

Holton v. Fields, 638 F.Supp. 1319 (S.D. W.Va. 1986). The breach of a promise allegedly made to an inmate by a jail administrator was not actionable under 42 U.S.C.A. Section 1983. The administrator allegedly promised the inmate he would be granted day-for-day good time credit for all of the time he spent as a member of the jail paint crew. Nonpayment of wages or a disallowance or promised good time at best amounts only to an allegation of breach of contract, in the absence of a public policy requiring payment of wages or allowance of good time for work performed while in jail. Neither West Virginia law nor federal law required payment or good time credit under the circumstances. (Cabell County Jail, West Virginia)

Hrbek v. Farrier, 787 F.2d 414 (8th Cir. 1986). A state prisoner brought a suit under Section 1983 following the deduction of court costs from wages he earned while in prison. The United States District Court dismissed, and the prisoner appealed. The court of appeals held that: (1) the prisoner had no constitutionally protected interest in the wages, and thus the prison officials' conduct in deducting the court costs was not actionable under Section 1983, and (2) Iowa statute allowing the deductions did not violate the equal protection clause on the basis that prisoners were being treated differently than nonprisoners, as the classes were not similarly situated and there was a rational basis for the classification. (State Penitentiary, Iowa)

Sahagian v. Dickey, 646 F.Supp. 1502 (W.D. Wis. 1986). A prisoner, seeking to challenge a state prison practice of diverting fifteen percent of money sent to a prisoner into a release account to which the prisoner would not have access until he was released from prison, petitioned for leave to proceed without prepayment of fees and costs or security therefor. The district court held that: (1) the practice did not deprive the prisoner of substantive due process; (2) no additional procedures were required in instituting practice to ensure the prisoner procedural due process; and (3) the practice did not violate an equal protection clause by reason of exception for work release wages. Petition denied. A memorandum explained how funds were to be diverted. It stated:

> fifteen percent of all general inmate receipts including wages, hobby sales and gifts will be diverted to a segregated release account. The only exceptions are: a) work/study release money, b) refunds from outside purchases, c) savings account interest, d) money received from other institutions for inmates transferring in.

The court ruled the practice did not deprive the inmate of constitutional rights. (Columbia Correctional Institution at Portage, Wisconsin)

Toussaint v. McCarthy, 801 F.2d 1080 (9th Cir. 1986). Inmates and prison officials appealed an order of the district court, 597 F.Supp. 1388, which granted permanent injunctive relief with respect to placement of prisoners in administrative segregation. The court of appeals held that: (1) state regulations gave prisoners liberty interest; (2) due process required only that prison officials hold an informal nonadversary hearing within reasonable time after a prisoner is placed in segregation and inform him of charges against him and give him an opportunity to present his views; (3) it was error for special master or court to substitute their views for those of the administrator in determining when a prisoner should be released; (4) review of segregation should be conducted more frequently than annually; (5) decision to place a prisoner in segregated confinement must be supported by some evidence; and (6) denial of contact visits and work programs did not violate the eighth amendment. (San Quentin, Folsom, Deuel Vocational Institute at Tracy, and the Correctional Training Facility at Soledad in California)

Appendix 2-3

Prison Industry Court Cases by Topics Addressed

The following list of cases has been identified through two primary sources: the Detention and Corrections Caselaw Catalog, edited by Rod Miller and Donald J. Walter (CRS, Inc., Kents Hill ME, 1989) and Guidelines for Prison Industries, Institute for Economic and Policy Studies (Alexandria, VA, 1984).

Codes for Topic Areas:

A. Industries Operations
A1. Civilian Workforce
A2. Inmate Workforce Selection
A3. Workforce Turnover
A4. Inmate Personnel
A5. Work Environment
A6. Recordkeeping

B. Inmate Compensation
B1. Wage Plans
B2. Wage Disposition Issues
B3. Good Time Incentives
B4. Job Injury Compensation Plans

Topics Addressed:
(see codes at left)

Name of Case/Citation:	**A. Industries Operations**						**B. Inmate Compensation**				**Other**
	A 1	**A 2**	**A 3**	**A 4**	**A 5**	**A 6**	**B 1**	**B 2**	**B 3**	**B 4**	**(describe)**
Abrams v. Madison County Highway Department 495 S.W. 2d 539 (Tenn. 1973).										x	
Adams v. James, 784 F.2d 1077 (11th Cir. 1986).											x transfer
Ahrens v. Thomas, 434 F.Supp. 873 (W.D. Mo. 1977). aff'd. 570 F.2d 288											x
Altizer v. Paderick, 569 F.2d 812 (4th Cir. 1978). cert. denied, 435 U.S. 1009 (1977).											x transfer
Baldwin v. Smith, 446 F.2d 1043 (2nd Cir. 1971).									x		
Barnes v. Government of the Virgin Islands, 415 F.Supp. 1218 (D. V.I. 1976).											x detainees
Battle v. Anderson, 564 F.2d 388 (10th Cir. 1977).		x			x						
Bijeol v. Nelson, 579 F.2d 423 (7th Cir. 1978).											x detainees
Bell v. Wolfish, 441 U.S. 520 (1979).					x						
Blake v. Hall, 469 F.Supp. 1025 (D. Mass. 1979).					x						
Buckley v. Warden, 435 A.2d 348 (Conn. 1980).									x		
Buise v. Hudkins, 584 F.2d 223 (7th Cir. 1978).			x								
Canterino v. Wilson, 546 F.Supp. 174 (E.D. Ky 1982).		x									
Cohen v. Ciccone, 318 F.Supp. 831 (E.D. Mo. 1970).										x	
Davis v. Balson, 461 F.Supp. 842 (N.D. Oh. 1978).							x				
Davis v. United States of America, 415 F.Supp. 1086 (D. Ka. 1976).										x	
Delafose v. Manson, 385 F.Supp. 1115 (D. Conn. 1974).							x				
Department of Mental Health v. Kirchner, 388 P.2d 720 (Calif. 1964) cert. dismissed, 380 U.S. 194 (1965).								x			
Downey v. Bituminous Casualty Corp., 349 So.2d 1153 (Ala. 1977)										x	
Dupont v. Saunders, 800 F.2d 8 (1st Cir. 1986).											

Codes for Topic Areas:

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Topics Addressed:
(see codes at left)

Name of Case/Citation:	A. Industries Operations						B. Inmate Compensation				Other
	A 1	A 2	A 3	A 4	A 5	A 6	B 1	B 2	B 3	B 4	(describe)
Estelle v. Gamble, 429 U.S. 97 (1976).										x	
Finney v. Mabry, 534 F.Supp. 1026 (E.D. Ark. 1982).	x	x			x	x					
French v. Hayne, 547 F.2d 994 (7 Cir. 1976).	x	x									
French v. Owens, 538 F.Supp. 910 (S.D. Ind. 1982).	x	x	x		x		x				
Fuller v. Oregon, 417 U.S. 40 (1974).								x			
Gardner v. Benton, 451 F.Supp. 170 (E.D. Okla. 1977).		x	x								
Gates v. Collier, 501 F.2d 1291 (5 Cir. 1974).					x						
Ham v. State of North Carolina, 471 F.2d 406 (4th Cir. 1973).			x								
Hamilton v. Landrieu, 351 F.Supp. 549 (E.D. La. 1972).				x							
Harold X. v. Brierly, 457 F.Supp. 350 (E.D. Pa. 1978).		x									
Harris v. Yaeger, 291 F.Supp. 1015 (D. N.J. 1968); affirmed, 410 F.2d 1376 (3rd Cir. 1969).								x			
Hewitt v. Helms, 103 S.Ct. 864 (1983).			x								
Holman v. Hilton, 542 F.Supp. 913 (D. N.J. 1982).										x	
Holt v. Seaver, 309 F.Supp. 362 (E.D. Ark. 1970); affirmed, 442 F.2d 304 (8th Cir. 1971).										x	
Holton v. Fields, 638 F.Supp. 1319 (S.D. W.Va. 1986).									x		
Hrbek v. Farrier, 787 F.2d 414 (8th Cir. 1986).								x			
Johnson v. Duffy, 558 F.2d 740 (9th Cir. 1978).								x			
Johnson v. Fauver, 559 F.Supp. 1287 (D. N.J. 1983).		x									
Jones v. NC Prisoners Labor Union, 433 U.S. 119 (1979).				x							
Journey v. Vitek, 685 F.2d 239 (8th Cir. 1982).		x									
Kent v. Prasse, 385 F.2d 406 (3rd Cir. 1967).										x	
King v. Carey, 405 F.Supp. 41 (W.D. N.Y. 1975).							x				
Laaman v. Helgemoe, 437 F.Supp. 269 (D. N.H. 1977).		x	x								
Lamb v. Hutto, 467 F.Supp. 562 (E.D. Va. 1979).			x								
Longval v. Commissioner of Correction, 484 N.E.2d 112 (App.Ct. Mass. 1985)								x			
Main Road v. Atych, 385 F.Supp. 105 (E.D. Penn. 1974).											x detainees

Codes for Topic Areas:

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A5. Work Environment
A6. Recordkeeping

B. Inmate Compensation
B1. Wage Plans
B2. Wage Disposition Issues
B3. Good Time Incentives
B4. Job Injury Compensation Plans

Topics Addressed:
(see codes at left)

Name of Case/Citation:	A. Industries Operations A 1	A 2	A 3	A 4	A 5	A 6	B. Inmate Compensation B 1	B 2	B 3	B 4	Other (describe)
Marioneaux v. CO State Penitentiary, 465 F.Supp. 1245 (D. Colo. 1979).			x								
Marin v. Pinto, 463 F.2d 583 (3rd Cir. 1972).		x									
Martin v. Foti, 561 F.Supp. 252 (E.D. La. 1983).		x									
McAuliffe v. Carlson, 377 F.Supp. 896 (D. Conn. 1974); revised on other grounds 520 F.2d 1305 (2nd Cir. 1975).								x			
McDaniel v. Rhodes, 512 F.Supp. 117 (S.D. Oh. 1981).				x							
Meachum v. Fano, 427 U.S. 215 (1976).			x								
Montayne v. Haymes, 427 U.S. 236 (1976).			x								
Nadeau v. Helgemoe, Civil Number 76-86 (Oct. 17, 1977) [Opinion]; on remand from 423 F.Supp. 1250 (D. N.H. 1976); 561 F.2d 412 (1st Cir. 1977).							x				
Nelson v. Collins, 455 F.Supp. 727 (D. Md. 1978); modified on appeal 588 F.2d 1378 (4th Cir. 1978).	x										
Newell v. Davis, 563 F.2d 123 (4th Cir. 1977).							x				
Newman v. Alabama, 559 F.2d 283 (5th Cir. 1977).	x										
Owen v. Kimmel, 693 F.2d 711 (7th Cir. 1982).			x								
Palmigiano v. Garrahy, 443 F.Supp. 956 (D. R.I. 1977); affirmed 616 F.2d 598 (1st Cir. 1982).				x	x		x				
Peck v. Hoff, 660 F.2d 371 (8th Cir. 1981).		x									
Piper v. Perrin, 560 F.Supp. 253 (D. N.H. 1983).									x		
Prisoners Labor Union at Marquette v. State of Michigan, 232 N.W.2d 699 (Mich. Ct. Appl. 1975).				x							
Pugh v. Locke, 406 F.Supp. 318 (M.D. Ala. 1976); affirmed 559 F.2d 283 (5th Cir. 1977).	x		x	x							
Ramos v. Lamm, 639 F.2d 559 (10th Cir. 1980).					x						
Raro v. Moran, 551 F.Supp. 214 (D. R.I. 1982).		x									
Ray v. Mabry, 556 F.2d 881 (8th Cir. 1977).		x									
Rene v. Federal Prison Industries, 546 F.Supp. 480 (S.D. N.Y. 1982).							x				
Rinaldi v. Yaeger, 384 U.S. 305 (1966).								x			
Rowe v. Fauver, 533 F.Supp. 1239 (D. N.J. 1982).										x	

Codes for Topic Areas:

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B1. Wage Plans
B2. Wage Disposition Issues
B3. Good Time Incentives
B4. Job Injury Compensation Plans

Topics Addressed:
(see codes at left)

Name of Case/Citation:	A. Industries Operations						B. Inmate Compensation				Other
	A1	A2	A3	A4	A5	A6	B1	B2	B3	B4	(describe)
Ruiz v. Estelle, 503 F.Supp. 1265 (S.D. Tex. 1980); modified 650 F.2d 555 (5th Cir. 1981) & F.2d 1115 (5th Cir. 1982).	x	x		x	x	x					
Sahagian v. Dickey, 646 F.Supp. 1502 (W.D. Wis. 1986).								x			
Sampson v. King, 693 F.2d 566 (5th Cir. 1981).					x						
Sawyer v. Sigler, 320 F.Supp. 690 (D. Neb. 1970); affirmed 445 F.2d 818 (8th Cir. 1971).										x	
Siegler v. Lowrie, 404 F.2d 659 (8th Cir. 1969).								x			
Sims v. Parke Davis and Company, 334 F.Supp. 774 (E.D. Mich. 1971); affirmed 453 F.2d 1259 (6th Cir. 1972).							x				
Sites v. McKenzie, 423 F.Supp. 1190 (N.D. W. Va. 1976).		x									
Smith v. Rowe, 761 F.2d 360 (1985).											x transfer
Souder v. Brennan, 367 F.Supp. 808 (D D.C. 1973).							x				
State v. Towle, 249 N.W.2d 754 (Neb. 1977).								x			
Taylor v. Perini, 413 F.Supp. 189 (N.D. Ohio 1976).	x	x									
Thompson v. Federal Prison Industries, 492 F.2d 1082 (5th Cir. 1974).										x	
Toombs v. Hicks, 773 F.2d 995 (1985).											x assignment
Toussaint v. McCarthy, 801 F.2d 1080 (9th Cir. 1986).											x assignment
Turner v. Nevada Bd. of State Prison Com'rs., 624 F.Supp. 318 (D. Nev. 1985).								x			
Tyler v. Harris, 226 F.Supp. 852 (W.D. Mo. 1964).											x detainees
Twyman v. Crisp, 584 F.2d 352 (10th Cir. 1978).			x								
United States v. Demko, 385 U.S. 149 (1966).										x	
United States v. Muniz, 374 U.S. 150 (1963).										x	
Watson v. Ray, 90 F.R.D. 143 (S.D. Ia. 1981).	x				x						
Weaver v. Graham, 450 U.S. 24 (1981).									x		
Williams v. Lane, 548 F.Supp. 927 (N.D. Ill. 1982).		x									
Wojtizak v. Cuyler, 480 F.Supp. 1288 (E.D. Pa. 1979).		x					x				
Wooten v. United States of America, 437 F.2d 79 (5th Cir. 1971).										x	
Worsley v. Lash, 421 F.Supp. 556 (D.C. Ind. 1976).							x				

Appendix 2-4

Checklist: Inmate Work Programs*

Standards for Adult Local Detention Facilities
Second Edition
American Correctional Association, 1981

[This checklist offers managers a convenient tool for determining compliance with applicable standards for jails.]

Directions. Review each of the following standards, and determine if your facility and operations achieves compliance. If so, indicate compliance with a "check mark" ( ) in the left column.

INMATE WORK PROGRAMS

______ 2-5357 The facility has a written inmate work assignment plan that provides for inmate employment, subject to the number of work opportunities available and the maintenance of facility security. (Detention-Essential, Holding-Not Applicable)

DISCUSSION: None.

______ 2-5358 Written policy provides that pretrial and unsentenced detainees are not required to work except to do personal housekeeping. Any inmate may volunteer for work assignments or institutional program. (Detention-Essential, Holding-Essential)

DISCUSSION: Although pretrial and unsentenced detainees may not be required to work beyond keeping their living area clean, the opportunity to work should be made available to them on a volunteer basis. (See related standard 2-5369)

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*Excerpted from *Standards for Adult Local Detention Facilities*, Second Edition, American Correctional Association (Laurel, Maryland: 1981). Reprinted by permission.

______ 2-5259 The inmate work plan includes provision for work in facility maintenance and operation. (Detention-Essential, Holding-Not Applicable)

DISCUSSION: None

______ 2-5360 Where statute permits, the inmate work plan provides for inmate work assignment in public works projects. (Detention-Essential, Holding-Not Applicable)

DISCUSSION: Inmates may be assigned to construction work, conservation projects or other work financed by public funds. These programs may be conducted in facilities and areas separate from the main detention facility. Inmates also may be assigned cleaning and maintenance work in local government buildings. Departments receiving such services should be encouraged to train staff members to provide supervision for inmate workers. (See related standard 2-5381)

______ 2-5361 Where statute permits, the inmate work plan includes provision for inmates to work in various nonprofit and community service projects. (Detention-Essential, Holding-Not Applicable)

DISCUSSION: None.

______ 2-5362 Written policy and procedure prohibit discrimination in inmate work assignments based on sex, race, religion and national origin. (Detention-Essential, Holding-Not Applicable)

DISCUSSION: None.

______ 2-5363 The inmate work plan includes provision for employment for handicapped inmates. (Detention-Essential, Holding-Not Applicable)

DISCUSSION: None.

______ 2-5364 Inmates are compensated for work performed. (Detention-Important, Holding-Not Applicable)

DISCUSSION: None.

______ 2-5365 Revised March 1983. Inmate working conditions comply with all applicable federal, state, or local work safety laws and regulations.

DISCUSSION: None. (See related standard 2-5242.)

Interpretation May 1983. The standard is specific to work places that are on institutional grounds under the control of the superintendent, not to work places in the community; those should be licensed or inspected by agencies that ordinarily perform that function. Ideally, there will be minimum federal, state, and local statutes or codes for work, health, and safety conditions. If none have been established, it must be shown that this is the case and that none are applicable. The agency must seek and adopt a set of standards for application to the facility by the authority having jurisdiction, including annual inspections.

——— 2-5366 Where statute permits, the inmate work plan includes provision for earning credits toward a reduction in sentence. (Detention-Essential, Holding-Not Applicable)

DISCUSSION: An incentive system for working inmates should be developed to reinforce positive behavior. Credits should be distributed according to written guidelines to ensure fairness.

Appendix 2-5

Checklist: Correctional Industries Standards*

Standards for Correctional Industries
First Edition
American Correctional Association, 1981

[This checklist offers managers a convenient tool for determining compliance with applicable standards for jails.]

Directions. Review each of the following standards, and determine if your facility and operations achieve compliance. If so, indicate compliance with a "check mark" ( ) in the left column. NOTE: For selected standards, the "discussion" component is provided.

1. ADMINISTRATION

______ 1.1.1 There is a statute authorizing the establishment of an Industries program.

______ 1.1.2 The purpose and objectives of the industries program are stated in writing, communicated to all institution personnel, reviewed annually and updated if necessary.

______ 1.1.3 There is, or the institution/parent agency can document current efforts to obtain, statutory authorization to obtain and spend needed capital other than through the normal appropriations process.

______ 1.1.4 There is, or the agency can document efforts to obtain, statutory authorization to provide industries with sufficient markets to operate economic and efficient shops and/or service enterprises.

______ 1.1.5 There is administrative policy governing the creation of new industries operations.

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______ 1.1.6 There is a mechanism for compensating inmate employees for injuries sustained while working in industries.

DISCUSSION: Workers' compensation in private industry provides benefits to injured workers as assures proper medical care and compensation for the injury. Because the institution medical staff provides necessary treatment for any work-related injury. Because the institution medical staff provides necessary treatment for any work-related injury, this benefits program is not necessary. In the case of serious, long term injury, however, some mechanism should allow the inmate involved to receive compensation. This could be available through a normal workers' compensation program or special process not requiring legal action. Any process established should include a record of injury and initial claim, provision for medical examination and a prerelease claim for compensation after a required physical examination.

______ 1.1.7 Written policy and procedure delineate the areas of authority, responsibility and accountability for the industries program, specifically defining the role of the warden/superintendent and the agency industries administrator in relation to institutional industries operations.

______ 1.1.8 The industries unit has a current organizational chart which delineates the structure of authority, responsibility and accountability within the institution and the agency. This chart should depict line relationships and those functionally unique to the program.

______ 1.1.9 The institution industries manager participates in staff meetings with the warden/superintendent and other program staff.

______ 1.1.10 Personnel job descriptions reflect the duties, responsibilities and requirements of the various personnel classifications in the industries organization.

______ 1.1.11 Staff training provided to full time industries employees includes both technical industrial practices and correctional policies and procedures; this training includes 80 hours in the first year of employment and an additional 40 hours of training annually.

______ 1.1.12 Written policy and procedure provide that the industries' administrative and managerial staffs receive at least 40 hours additional training each year. This training covers, at a minimum, administrative and management theory and practice with emphasis on industrial applications, labor law, employee-management relations, the interaction of elements of the criminal justice system and fiscal management.

______ 1.1.13 Written policy and procedure provide that decision about the employment of inmates in industries and their separation based on work performance are made by industries staff. Security determinations necessary for any individual to be eligible for industries work are made by the classification committee.

DISCUSSION: Appropriate industries staff should evaluate and choose from the pool of potential employees made available by the classification committee. Responsibility for separation of inmates based on work performance rests with the supervisor and is subject to review by the industries manager at the institution and to applicable due process of standards and procedures. Separation for reasons not related to job performance should be done by appropriate classification through the appropriate institutional committee. Inmates separated are referred to the classification committee for reassignment.

______ 1.1.14 There is statutory or written administrative provision for the establishment of a part time board or commission to provide advice and/or policy guidance to the administrator of the industries program.

DISCUSSION: The industries program is both politically sensitive and unique to government by virtue of its business oriented operations. It is important, therefore, to have a board or commission provide advice and guidance regarding the prison industries activities and also provide an open forum for the consideration of issues affecting the program. It is preferable that this body have statutory rather than administrative authorization to provide a firmer legal foundation for their activities. The authorization should define clearly the role and the responsibilities of the board/commission.

______ 1.1.17 Industries have a written policy and procedure which details a mechanism for maintaining relations with industry, labor and other relevant community organizations.

DISCUSSION: Private industry, organized labor and other relevant community organizations are important sources of technical assistance to the industries program. Both labor and industry are essential elements in postrelease planning for inmates. It is important these groups are kept informed of the status of the industries program thus improving its operations and assisting to provide employment to inmates upon their release.

2. FISCAL MANAGEMENT

1.2.1 A cost accounting system in operation for each operating unit is designed and maintained in accordance with generally accepted accounting principles.

1.2.2 Annual sales and expense projections are developed for the industries program to include individual operating units.

1.2.3 Written policy and procedure provide for a financial audit, independent of the institution, which is conducted annually, or at a time period stipulated by applicable statute or regulation, not to exceed three years.

______ 1.2.4 Written policy and procedure provide that industries produce monthly financial reports. These reports include at a minimum, income statements for each operating unit and a balance sheet for all agency industries programs.

______ 1.2.5 The monthly financial reports on industries operations are available within at least 30 days of the close of the month they cover and are distributed to those persons with responsibilities for the program.

______ 1.2.6 Written policy and procedure provide for effective monitoring and collection of accounts receivable.

______ 1.2.7 Written policy and procedure govern the pricing of products made for sale.

1.2.8 Written policy and procedure prescribe at least an annual review of the status of industries operating units which do not generate sufficient revenues to offset the cost of expenditures associated with that operating unit.

______ 1.2.9 Written policy and procedure provide for perpetual inventory management, including provision for annual physical inventories of raw materials, work in process and finished goods. Minimum and maximum inventory levels are established for commonly used items.

______ 1.2.10 There are, or the agency can document, efforts to obtain authority for industries to procure the raw materials required for production.

3. SAFETY, SECURITY AND WORKING CONDITIONS

______ 1.3.1 Policy and procedure provide that all industries programs meet applicable minimum federal, state and local work, health and safety standards; there is documentation of at least annual health and safety inspections by federal, state and/or local officials.

______ 1.3.2 There is documentation of at least weekly safety inspections on industries facilities conducted by a person with special competence in the field of safety. Deficiencies reported will be corrected.

______ 1.3.3 Written safety rules are established and distributed to all staff and inmates assigned to the program. These rules specifically mandate the appropriate use of safety equipment and clothing. There is evidence that the rules are enforced.

______ 1.3.4 A formal safety training program is provided for both staff and inmates in industries operating units, with documentation available concerning subject matter covered and attendance.

______ 1.3.5 Written policy and procedures provide for safety committees which meet at least monthly and include input from inmate workers.

______ 1.3.6 Each industries operating unit has an accident record system which includes a written analysis of each accident.

______ 1.3.7 Each operating unit conforms to relevant safety standards in the handling and disposal of chemicals, waste materials and other potential atmospheric, soil or water pollutants.

______ 1.3.8 There is documentation by an independent, qualified source that the industries operating units comply with the applicable fire safety code(s).

______ 1.3.9 Written policy and procedure provide for a qualified fire and safety officer to routinely inspect industries operating units for compliance with safety and fire prevention standards, and for a review of this policy and procedure annually; there is a weekly fire safety inspection of the industries units by a person with special competence in the field of fire safety.

______ 1.3.10 Written policy and procedure specify fire prevention regulations and practices. These include, but are not limited to the following:

- Provision for an adequate fire protection service
- A fire detection system
- A system of fire inspection and testing of equipment at least quarterly
- An annual inspection by local or state fire officials or other qualified person(s)
- Availability of fire protection equipment at appropriate locations throughout the institution.

______ 1.3.11 There is a written evacuation plan prepared in the event of fire or major emergency which is certified by an independent, outside inspector trained in the application of national fire safety codes. The plan is reviewed annually, updated if necessary, and reissued to the local fire jurisdiction. The plan includes the following:

- Location of building/room floor plans
- Use of exit signs and directional arrows for traffic flow
- Location of publicly posted plan
- At least quarterly drills in all institution locations
- Staff drills when evacuation of extremely dangerous inmates may not be included.

______ 1.3.12 Written policy and procedure govern the control and use of tools and equipment in the industries program.

______ 1.3.13 Written policy and procedure identify responsibility for security in the industries area, including provision for periodic searches of the area to control contraband, and definition of the standards of security to be used.

______ 1.3.14 When private industries operate on institutional grounds, security regulations applicable to facility personnel also apply to private industries personnel.

______ 1.3.15 Written policy and procedure require weekly sanitation inspections of industries areas by a designated administrative staff member; at least annual inspections by federal, state and/or local sanitation and health officials, or other qualified person(s); and, compliance with all applicable laws and regulations of the governing jurisdiction. There is documentation by an independent, outside source that deficiencies, if any, have been corrected.

______ 1.3.16 Industries units provide access to sanitary facilities for staff and inmates, including toilets, drinking water and necessary washing facilities.

4. INMATE PERSONNEL PRACTICES

______ 1.4.1 Each inmate work station in the industries program is defined by a written job description.

______ 1.4.2 Written policy and procedure provide that the number of inmates assigned to industries operations meet the workload needs of each operating unit.

______ 1.4.3 There are, or the agency can document its efforts to develop formal training programs in industries which have trade recognition in private industry.

DISCUSSION: Much of the training for inmate workers in industries in on-the-job training, appropriate for its purposes. There are, however, opportunities for apprenticeship and other trade-recognized training programs which lead to certification or licensure. These opportunities should be identified and pursued actively by industries management. Such programs provide trained workers and, if recognized by private industry and organized labor, provide post-release employment opportunities.

______ 1.4.4 Job vacancies in industries are available to any inmate in the institution who meets the criteria for such an assignment and qualifies under the job specifications. There is a procedure for advising the inmate population of such vacancies and for interested inmates to apply.

______ 1.4.5 Written policy and procedure specify linkages between industries and both academic and vocational education programs which may include providing trained inmates for industries, training programs for inmates working in industries, and live work projects from industries for vocational shops.

______ 1.4.6 Written policy and procedure provide a normal work day for inmate workers in industries which, including breaks but excluding meals, is at least equivalent to that of the industries supervisors less one hour.

——— 1.4.7 The number and duration of inmate workday interruptions are minimized through rescheduling of staff assignments and inmate activities. Written policy and procedure govern the conditions under which inmates may be absent from work.

DISCUSSION: One of the most serious deterrents to the maintenance of a realistic workday for industries operations is the number of inmate absences taken to meet with other institution staff members, take part in other institution activities, or use institution service facilities. Rescheduling of staff assignments and institution activities can minimize these interruptions and still enable industries inmates to have access to institution services and programs.

——— 1.4.8 All inmates working in industries receive financial remuneration based on the level of skill required by the job and the quantity and quality of their work.

DISCUSSION: Inmates working in industries should be paid sufficient wages so they can make purchases from the canteen and accumulate funds to assist them upon their release from prison. Pay should be related to job performance.

——— 1.4.9 Written policy and procedure outline the pay plan for inmates assigned to industries, including bonuses, if used. Copies of the pay plan are distributed to staff and made available to inmates. The pay plan is reviewed annually, and updated if necessary.

——— 1.4.10 Where "good time" or other sentence reduction credits are awarded to inmates in the industries program, written policy and procedure define the standards to be met and require that supervisors review their recommendations with the affected inmates.

——— 1.4.11 Written policy and procedure define the types of incentives provided for inmates assigned to industries, their purposes, the governing conditions and persons responsible for authorizing such incentives.

——— 1.4.12 Equal employment opportunities exist for inmates in each operating unit of the industries program.

DISCUSSION: An equal opportunity employment program for inmates is essential to ensure that all racial and ethnic groups participate equitably in the industries program. There should be appropriate balance of racial and ethnic groups in each of the separate operating units of industries. Management should have a means of monitoring this regularly.

_____ 1.4.13 In institutions with both male and female inmates, written policy and procedure provide for equality of assignment to industries jobs. Exceptions are justified and documented.

_____ 1.4.14 Orientation material provided to newly arrived inmates includes information about the industries program, jobs available, pay rates, incentives offered and instructions for application.

_____ 1.4.15 Policy and procedure provide for inmate orientation to employment conditions, including safety and operating instructions for equipment, hours of work, the pay plan, special rules and personnel policies affecting the inmate worker. There is a written acknowledgement by the inmate of the receipt of this information.

_____ 1.4.16 There is a uniform system with established criteria through which inmates working in industries receive written performance evaluations at least quarterly. These evaluations are reviewed with the inmate and a final evaluation is prepared and placed in the inmate's master file at the time employment is terminated.

5. SHOP PRACTICES

_____ 1.5.1 Each industries operating unit has a written quality control procedure which provides for raw material, in-process and final product inspection.

_____ 1.5.2 When required by statute, food products that are grown or produced in agricultural units of industries are inspected and approved by the appropriate government agency.

_____ 1.5.3 There is a distribution system for agricultural units of industries that ensures prompt delivery of foodstuff to institution kitchens.

_____ 1.5.4 There are written productivity standards for individual work stations and for each operating unit that specify the work output a trained inmate worker should produce.

_____ 1.5.5 There is a written procedure for scheduling and control of work orders for each industries operating unit.

______ 1.5.6 There are written product specifications and drawings, where required, for each item regularly produced in each industries operating unit.

______ 1.5.7 There is a current written inventory of equipment for each industries operating unit.

______ 1.5.8 Written policy and procedure provide for the maintenance of equipment in each operating unit to include a preventive maintenance program. Down time logs are maintained on major equipment items.

______ 1.5.9 Each operating unit has procedures to ensure accountability for tools, raw materials, components and finished products.

6. MARKETING

______ 1.6.1 Written policy and procedure govern the marketing of industries products. Responsibility for the marketing function is fixed in the organization.

______ 1.6.2 Written policy and procedure provide a formalized process for receiving orders from customers, transmitting the information to the appropriate operating unit, if necessary, and acknowledging customer receipt of the order and anticipated date of decision, if requested.

______ 1.6.3 Written policy and procedure for the identification and timely processing of all customers' orders to avoid late or delayed delivery of orders. There is a system to identify early those orders likely to miss their promised delivery dates, and to take whatever corrective action necessary, including prompt notification to the customer.

______ 1.6.4 Written policy and procedure provide a process for customer complaints about industries products or service. This process includes a method for investigating the complaint, taking appropriate action and reporting back to the customer.

______ 1.6.5 Industries use promotional materials and methods to aid in the marketing of their products.

______ 1.6.6 Written policy and procedure governing market research activities include, but are not limited to, collection of pricing data, expanding existing markets, locating new markets for present and potentially new products.

APPENDIX 2-6

Sources of Information About Statutes, Regulations, Legal Issues, Standards and Risk Management

WHERE TO GET INFORMATION AT THE LOCAL LEVEL

	Legal Counsel--Your Agency	Insurance Company	Regulatory Agencies (e.g., health, labor)	Private Industry Council (PIC)	Labor Organizations	Chamber of Commerce	Small Business Administration SCORE	Other
1. STATUTES AND REGULATIONS								
a. What do my state statutes say about what I can/cannot do?	x		x		x			
b. What regulations apply to my jail and to my industry program?	x	x	x				x	
c. How do federal laws and regulations affect my industry program?	x						x	
d. What markets are available to me?	x							
e. What restrictions are placed on my use of inmate labor?	x		x		x		x	
f. Can I secure federal certification for interstate commerce?								

	Legal Counsel--Your Agency	Insurance Company	Regulatory Agencies (e.g., health, labor)	Private Industry Council (PIC)	Labor Organizations	Chamber of Commerce	Small Business Administration SCORE	Other
2. COURT DECISIONS								
a. How have the courts interpreted laws and constitutional requirements?	X	X						
b. What court decisions are applicable to my jail industry program?	X	X			X			
c. What trends should I know as I plan and operate my jail industry?		X	X		X		X	
3. PROFESSIONAL STANDARDS								
a. What professional standards can I consult to improve my jail industry program?			X					
b. What do these professional standards tell me as a manager?							X	
c. How do I find out more about accreditation?								

	Legal Counsel--Your Agency	Insurance Company	Regulatory Agencies (e.g., health, labor)	Private Industry Council (PIC)	Labor Organizations	Chamber of Commerce	Small Business Administration SCORE	Other
4. RISK MANAGEMENT								
a. How do I learn more about risk management in my jurisdiction?	X	X					X	
b. What insurance coverage do I need?	X	X					X	
c. What professional assistance is available to me to help me manage my risk?	X	X	X				X	
5. RESOURCES								
a. What organizations can help me to answer questions?	X	X	X	X	X	X	X	
b. Where can I find written information and referrals in response to my questions?								
c. What professional organizations can offer me information and support through membership and conferences?						X		

	Legal Counsel-- Your Agency	Insur-ance Company	Regula-tory Agencies (e.g., health, labor)	Private Industry Council (PIC)	Labor Organi-zations	Chamber of Commerce	Small Business Adminis-tration SCORE	Other
d. What periodicals can provide me with up-to-date information about laws, court decisions, and new developments?								
e. What reference materials can help me?								
f. How can I learn about other jails that operate industry programs?								
g. Where can I go for training to develop my skills?							x	

APPENDIX 2-6 (continued)

Sources of Information About Statutes, Regulations, Legal Issues, Standards and Risk Management

WHERE TO GET INFORMATION AT THE STATE LEVEL

	Attorney General	State Corrections Department and/or Counsel	State Jail Standards Inspection	Private Industry Council	State Department of Labor	State Chamber of Commerce	Legislative Information Research Office	Professional Organizations (counties, sheriffs)	Other
1. STATUTES AND REGULATIONS									
a. What do my state statutes say about what I can/cannot do?	x	x	x		x		x		
b. What regulations apply to my jail and to my industry program?	x	x	x		x			x	
c. How do federal laws and regulations affect my industry program?									
d. What markets are available to me?	x	x					x		
e. What restrictions are placed on my use of inmate labor?	x	x	x		x		x	x	
f. Can I secure federal certification for interstate commerce?		x							

	Attorney General	State Corrections Department and/or Counsel	State Jail Standards Inspection	Private Industry Council	State Department of Labor	State Chamber of Commerce	Legislative Information Research Office	Professional Organizations (counties, sheriffs)	Other
2. COURT DECISIONS									
a. How have the courts interpreted laws and constitutional requirements?	x	x						x	
b. What court decisions are applicable to my jail industry program?	x	x							
c. What trends should I know as I plan and operate my jail industry?		x	x	x	x		x	x	
3. PROFESSIONAL STANDARDS									
a. What professional standards can I consult to improve my jail industry program?			x					x	
b. What do these professional standards tell me as a manager?			x					x	

	Attorney General	State Corrections Department and/or Counsel	State Jail Standards Inspection	Private Industry Council	State Department of Labor	State Chamber of Commerce	Legislative Information Research Office	Professional Organizations (counties, sheriffs)	Other
c. How do I find out more about accreditation?			x						
4. **RISK MANAGEMENT**									
a. How do I learn more about risk management in my jurisdiction?									
b. What insurance coverage do I need?		x							
c. What professional assistance is available to me to help me manage my risk?			x					x	
5. **RESOURCES**									
a. What organizations can help me to answer questions?	x	x	x	x	x	x	x	x	
b. Where can I find written information and referrals in response to my questions?								x	

	Attorney General	State Corrections Department and/or Counsel	State Jail Standards Inspection	Private Industry Council	State Department of Labor	State Chamber of Commerce	Legislative Information Research Office	Professional Organizations (counties, sheriffs)	Other
c. What professional organizations can offer me information and support through membership and conferences?								x	
d. What periodicals can provide me with up-to-date information about laws, court decisions, and new developments?									
e. What reference materials can help me?									
f. How can I learn about other jails that operate industry programs?			x						
g. Where can I go for training to develop my skills?			x		x			x	State academy

APPENDIX 2-6 (continued)

Sources of Information About Statutes, Regulations, Legal Issues, Standards and Risk Management

WHERE TO GET INFORMATION AT THE NATIONAL LEVEL

	NIC Information Center	National Criminal Justice Referral Service	CI-NET (ACA)	National Institute of Justice	National Institute of Corrections	Bureau of Justice Assistance	U.S. Department of Labor	Correction Industry Association	American Correctional Association	American Jail Association	National Sheriffs Association	Private Consultants/ Research
1. STATUTES AND REGULATIONS												
a. What do my state statutes say about what I can/cannot do?	x	x	x				x					
b. What regulations apply to my jail and to my industry program?												
c. How do federal laws and regulations affect my industry program?	x	x	x			x		x				
d. What markets are available to me?												
e. What restrictions are placed on my use of inmate labor?	x	x	x				x	x				
f. Can I secure federal certification for interstate commerce?			x			x						

	NIC Information Center	National Criminal Justice Referral Service	CI-NET (ACA)	National Institute of Justice	National Institute of Corrections	Bureau of Justice Assistance	U.S. Department of Labor	Correction Industry Association	American Correctional Association	American Jail Association	National Sheriffs Association	Private Consultants/ Research
2. COURT DECISIONS												
a. How have the courts interpreted laws and constitutional requirements?	X	X	X									
b. What court decisions are applicable to my jail industry program?	X	X	X				X					X
c. What trends should I know as I plan and operate my jail industry?	X	X	X			X		X	X	X	X	
3. PROFESSIONAL STANDARDS												
a. What professional standards can I consult to improve my jail industry program?	X	X	X					X	X	X	X	
b. What do these professional standards tell me as a manager?								X	X	X	X	
c. How do I find out more about accreditation?	X	X	X					X	X	X	X	

	NIC Information Center	National Criminal Justice Referral Service	CI-NET (ACA)	National Institute of Justice	National Institute of Corrections	Bureau of Justice Assistance	U.S. Department of Labor	Correction Industry Association	American Correctional Association	American Jail Association	National Sheriffs Association	Private Consultants/ Research
4. RISK MANAGEMENT												
a. How do I learn more about risk management in my jurisdiction?												
b. What insurance coverage do I need?	x	x	x									x
c. What professional assistance is available to me to help me manage my risk?	x	x	x	x	x	x		x	x	x	x	x
. RESOURCES												
a. What organizations can help me to answer questions?	x	x	x	x	x	x	x	x	x	x	x	x
b. Where can I find written information and referrals in response to my questions?	x	x	x					x	x	x	x	
c. What professional organizations can offer me information and support through membership and conferences?								x	x	x	x	

Chapter 3

Management Issues and Approaches in Jail Industries

Chapter 3 reviews a key issue in the management of industrial programs in the jail setting--balancing the needs of both security and ongoing jail programs with the requirements of the jail industry. The chapter also discusses the development of policies and procedures for jail industry operations as an important tool for addressing management issues.

Balancing Security, Existing Programs, and Jail Industries

One of the most serious problems facing jail industry administrators is the resistance of security staff and existing program personnel to the creation of a jail industries program. Creating an industrial work program requires change, and jails—like most other organizations—resist change. However, the industries manager should understand that the resistance to jail industries results primarily from organizational inertia, not from hostility to the idea of inmates working or earning money. The task of the industries manager is first to understand the reasons for any staff resistance and then to demonstrate that the industries program can be a solution to, not a cause of, problems for other jail staff. Most importantly, the jail industry can be a partner in making the institution an easier place to manage. To play this role, the industries manager must continually seek ways to link the work program with other institutional activities.

Custody Considerations

The creation of an industries program can cause serious problems for custody staff:

- additional inmate movement;
- movement of raw materials into the jail and finished goods out of the jail;
- placement of primary responsibility for supervision of a group of inmates under non-custody personnel for several hours a day;

best copy available

- new places to hide contraband.

On the other hand, an industries program may improve security conditions: inmates who might otherwise be idle work under supervision; performing physical labor may divert inmate energies from disruptive activities; and inmates who enjoy privileges such as work trips outside the jail, income, or special work clothes may be reluctant to commit infractions that jeopardize their job. The addition of jail industry supervisors, if trained in security considerations, can add valuable direct inmate supervision and be used during emergencies.

The jail industries manager can do three things to help ensure that the concerns of custody staff are met.

(1) Share with line custody staff the plans for the industry program, its likely effects on the daily life of the institution, and its anticipated benefits to custody staff. Provide the opportunity to ask questions, voice concerns, and make suggestions.

(2) Involve custody management staff in the development of policies and procedures for the jail industry. This demonstrates sensitivity to the threat which the work program may pose to custody and presents the program as a partner in the effort to maintain the safety and security of other staff and inmates.

Custody management staff might be involved in determining:

- eligibility criteria for assignment to industries, and
- the respective roles of custody staff and industries staff in:
  - — recruiting inmates for industries
  - — movement of inmates to and from the workplace
  - — movement of raw materials, finished goods, or work tools into and out of the institution
  - — feeding schedules and arrangements for overtime and weekend work
  - — tool control procedures
  - — conditions for contraband searches in the work area.

(3) Maintain good communications with custody personnel as the industries program develops, advising them of changes in procedures and any activities, such as scheduled visitors or changes in the size or composition of the inmate work force.

Being Sensitive to Existing Programs

Staff responsible for other phases of inmate programming--education, vocational training, volunteer services, and institutional support services—may also be affected by the development of an industries program. The industries manager must be sensitive to the needs and problems of these staff members by including them in the development of the new program. For example, if one criterion for inmate participation in the industry program is experience in an institutional job such as food service or laundry, both the new program and ongoing programs might benefit. For the jail industry, an applicant with a successful "work history" in the institution may be a more desirable prospect than an inmate without such experience. At the same time, making an institutional job a criterion for program acceptance might also benefit support services managers, because inmates may be more eager to perform institutional tasks if they know the work is a prerequisite to industries participation. Similarly, inmates could be required by industries staff to pursue educational activities as a condition of participation, and given assistance in scheduling their classes by providing half-day work assignments.

While it may be possible to identify in advance those jail industry policies and procedures which may have an effect on the performance of these other operations, it is risky to assume these effects are obvious. As a result, it is best for other jail managers to participate in the development of *all* jail industry policies and procedures, since these managers are in the best position to point out where a given industry policy or procedure might affect them.

The following section describes how to develop policies and procedures for a jail industries program.

Policies and Procedures for Jail Industries

The terms "policy" and "procedure" are often used interchangeably to refer to directives that specify how an organization's staff are to conduct themselves on the job. However, for the purpose of this manual, the terms have two distinctly different meanings:

> A *policy* is a statement of *what* is to be done—and why—in relation to a particular issue. For example, in Minnesota, Hennepin County's policy on personal breaks is designed to "provide a regularly scheduled break time for Resident employees to alleviate fatigue and allow for personal time."
>
> A *procedure* provides a detailed description of how a policy *is to be carried out*. For example, the procedures supporting the above policy in Hennepin County include: (a) the entire crew will take one fifteen minute break; (b) the Industrial Production Officers will escort all male residents into the Pallet Shop rest area for the fifteen minute break: (c) female residents will remain in the Industry Shop for break time with the female Industrial Production Officer; and (d) the female Industrial Production Officer will be relieved for a break at an appropriate time.

Preliminary Considerations

Developers of jail industries need to consider several factors when formulating policies and procedures for industrial programs. The first consideration is that policies and procedures should exist in order to facilitate the primary goals of the industry. This means that those who are responsible for developing policies and procedures ensure that those directives further—or at least do not conflict with—the industry's mission. For example, Hennepin County's mission statement associated with the policy and procedures described above reads: "The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health, and safety standards, and the assigned work performed will meet realistic workload standards.

A second consideration is that policies and procedures should reflect advanced practices in the field. Jail administrators can learn about advanced practices by consulting the literature available from the National Institute of Corrections (NIC), the National Criminal Justice Reference Service (NCJRS), the American Jail Association (AJA), and the American Correctional Association (ACA). Administrators can also network with their counterparts in other counties and states and attend conferences and other formal or informal gatherings.

Finally, a jail industry policy or procedure can be effective only if the staff charged with carrying it out understand it. This is more likely to occur when a variety of jail personnel participate in developing the policies and procedures, since they are the ones who know the step-by-step operations of the facilities best.

The Development Process

The development of policies and procedures for jail industries can follow the same general process for developing policies and procedures for any other activity in the jail. The basic elements of the development process include the following steps.

Involve line staff. The personal involvement of line staff from all parts of the jail in the development of policies and procedures will increase their understanding of and commitment to the directives. The involvement of line staff from other parts of the jail can also help to surface and resolve confusion or conflict among different jail operations. For example, an apparently simple decision like determining the daily schedule of industrial operations requires close collaboration among security, program, and industrial staff who may have conflicting wishes on the matter.

While each jail administrator can best determine whom to involve in the development process, participation of staff representing the following areas is usually needed:

- jail administration (including the business office)
- security

- programs (including education staff)
- classification
- industries.

Address key issues. The specific topics that the policies and procedures should address may vary considerably from jail to jail depending on such factors as the size and type of industry under consideration. However, policies and procedures for correctional industries typically address the following areas:

a. purpose of the industrial program

b. goals and objectives of the industry

c. administration and organization of the program

d. organizational chart

e. delegation of responsibility

f. planning for the industries

g. staff training and job descriptions

h. inmate-worker job descriptions

i. recruitment of inmate-workers

j. orientation of inmate-workers

k. training of inmate-workers

l. supervision of inmate-workers

m. evaluation of inmate-workers

n. termination of inmate-workers

o. compensation of inmate-workers

p. payroll procedures for inmate-workers

q. budgeting and accounting

r. scheduling for industrial operations

s. production practices

t. quality control

u. shipping and receiving

v. pricing and bid quotation

w. invoicing

x. customer relations

y. market research

z. marketing and sales.

After the topics have been identified, the policies and procedures can be drafted.

Include all the details. The contents of each policy and procedure should:

1. Be consistent with the overall mission of the jail
2. Reflect the goals of the industrial program
3. Identify the authority for the directive (e.g., statutes, administrative rules, court decisions, industry-wide standards)
4. State the reason a policy or procedure is needed or what it is intended to accomplish
5. Describe what will be done (policy)
6. Describe how things will be accomplished (procedure)
7. Identify staff to whom the directive applies
8. Explain terms which may be confusing
9. Comply with relevant statutes, court rulings, and professional standards. (See Chapter 2 [pages 15-22] for a complete discussion of this issue.)

Pay attention to format and style. Policies and procedures can be presented as a memorandum, a manuscript, or a standardized form. Examples of each format are provided at the end of the chapter in Appendix 3-1. Selection of an appropriate format is important because the manner in which the directives are presented will influence whether staff will read and follow them. The format should be selected and agreed on by the staff responsible for developing the policies and procedures.

Policies and procedures should be drafted in a style which is easy to understand, direct, precise, and consistent. As each section of a policy or procedure is developed it should be circulated in draft form among key staff for review and comment. Each person affected by a policy or procedure should receive a written copy and have the opportunity to ask questions and suggest changes. It may also be helpful to solicit comments from industry administrators in other jails who have developed and implemented similar policies and procedures.

Conduct regular updates. Each policy and procedure should be reviewed at least annually to ensure that it is still appropriate in light of any changes in jail or program operations that might have been made during the year. Ideally, policies and procedures should be "tested" for several months for feasibility, acceptability to line staff and management, and comprehensibility before they are finalized.

The policies and procedures of Hennepin County, Minnesota, are provided in Chapter 8. They illustrate how industry management issues have been addressed in one jail setting. For a more complete discussion of policy and procedures, see:

- Ralph Nichols and Rod Miller, *Policy and Procedure Workbook For Jails*, Community Resource Services, Inc. (Kents Hill, Maine, 1981).

- David Dupree and John T. Milosovich, *Policies and Procedures, a Resource Manual*, National Institute of Corrections Jail Center (Boulder, Colorado, 1979).

- John T. Milosovich, *Policy and Procedures Manual, A Resource Information Package*, National Institute of Corrections Jail Center (Boulder, Colorado, 1978).

Appendix 3-1

Examples of Three Ways to Format Policies and Procedures*

Policy No. 1-005 Development/Revision of Policies and Procedures

The Any County Corrections Center recognizes that policies and procedures serve an important function in establishing comprehensive and uniform guidelines for decision-making and the day-to-day operation of the facility. It is also recognized that policies and procedures are an important communication tool.

Accordingly, policies shall be developed by appropriate personnel when it is determined that the need for such policies exists. Existing policies shall be revised by appropriate personnel when necessary. Procedures shall be developed or revised in conjunction with the development or revision of the related policy.

The policy and procedure manual shall be reviewed in its entirety on an annual basis.

Definitions

Policy - A definitive statement of the organization's position on an issue of concern to the administration or operation of the facility.

Procedure - A detailed, step-by-step description of the sequence of activities necessary for the achievement of the policy which it attends.

Appropriate Personnel - Any section chief, functional unit manager, or any member of a policy and procedure task force.

Procedure 1 Development/Revision of Policies and Procedures

When the need for a new policy or the revision of an existing one has been determined, appropriate personnel shall prepare or have prepared a draft of the policy and any necessary procedure(s). The draft of the policy and procedure(s) shall be forwarded, via internal mail, to the chairperson of the appropriate policy and procedure task force.

The chairperson shall distribute, via internal mail, copies of the policy and procedure(s) draft to all task force members, and shall convene a meeting of the task force to review and approve the draft. The task force is empowered to make any changes it deems necessary.

Once approved by the task force, the draft shall be submitted to the task forces coordinator, via internal mail, for preparation of the final draft. The final draft of the policy and procedure(s) shall be prepared on the policy and procedure form using the proper format.

---

*Taken from an appendix by David Dupree and John Milosovich to Ralph Nichols and Rod Miller, Policies and Procedure Workbook, National Institute of Corrections (Boulder, Colorado: 1979).

The final draft shall be submitted by the task forces coordinator to the facility administrator, via internal mail, for review and approval. The facility administrator shall either approve the final draft or make recommendations for change. If changes are recommended, the final draft shall be returned to the task force by the task forces coordinator for rewriting.

Once approved, the final draft shall be printed, and distributed, via internal mail, to all policy and procedure manual holders by the task forces coordinator.

Effective Date

This policy and the attendant procedure shall become effective on March 15, 1979.

Approved: John M. Doe

John M. Doe
Corrections Admin.

ANY COUNTY
CORRECTIONS

memorandum

DATE: March 1, 1979

TO: All Policy and Procedure Manual Holders

FROM: John M. Doe, Corrections Administrator

SUBJECT: Policy No. 1-005 Development/Revision of Policies and Procedures

The Any County Corrections Center recognizes that policies and procedures serve an important function in establishing comprehensive and uniform guidelines for decision-making and the day-to-day operation of the facility. It is also recognized that policies and procedures are an important communication tool.

Accordingly, policies shall be developed by appropriate personnel when it is determined that the need for such policies exists. Existing policies shall be revised by appropriate personnel when necessary. Procedures shall be developed or revised in conjunction with the development or revision of the related policy.

The policy and procedure manual shall be reviewed in its entirety on an annual basis.

Definitions

Policy - A definitive statement of the organization's position on an issue of concern to the administration or operation of the facility.

Procedure - A detailed, step-by-step description of the sequence of activities necessary for the achievement of the policy which it attends.

Appropriate Personnel - Any section chief, functional unit manager, or any member of a policy and procedure task force.

Procedure 1 Development/Revision of Policies and Procedures

When the need for a new policy or the revision of an existing one has been determined, appropriate personnel shall prepare or have prepared a draft of the policy and any necessary procedure(s). The draft of the policy and procedure(s) shall be forwarded, via internal mail, to the chairperson of the appropriate policy and procedure task force.

The chairperson shall distribute, via internal mail, copies of the policy and procedure(s) draft to all task force members, and shall convene a meeting of the task force to review and approve the draft. The task force is empowered to make any changes in the draft it deems necessary.

Once approved by the task force, the draft shall be submitted to the task forces coordinator, via internal mail, for preparation of the final draft. The final draft of the policy and procedure(s) shall be prepared on the policy and procedure form using the proper format.

The final draft shall be submitted by the task forces coordinator to the facility administrator, via internal mail, for review and approval. The facility administrator shall either approve the final draft or make recommendations for change. If changes are recommended, the final draft shall be returned to the task force by the task forces coordinator for rewriting.

Once approved, the final draft shall be printed, and distributed, via internal mail, to all policy and procedure manual holders by the task forces coordinator.

Approved: John M. Doe
John M. Doe
Corrections Administrator

Effective Date: 3/31/81

ACCC POLICIES AND PROCEDURES

TITLE: DEVELOPMENT/REVISION OF POLICIES AND PROCEDURES

NO: 1-005 DATE: Effective March 15, 1979

APPROVED BY: John M. Doe, Corrections Administrator

DIST.: All Policy and Procedure Manual Holders

POLICY

The Any County Corrections Center recognizes that policies and procedures serve an important function in establishing comprehensive and uniform guidelines for decision-making and the day-to-day operation of the facility. It is also recognized that policies and procedures are an important communication tool.

Accordingly, policies shall be developed by appropriate personnel when it is determined that the need for such policies exists. Existing policies shall be revised by appropriate personnel when necessary. Procedures shall be developed or revised in conjunction with the development or revision of the related policy.

The policy and procedure manual shall be reviewed in its entirety on an annual basis.

DEFINITIONS

Policy - A definitive statement of the organization's position on an issue of concern to the administration or operation of the facility.

Procedure - A detailed, step-by-step description of the sequence of activities necessary for the achievement of the policy which it attends.

Appropriate Personnel - Any section chief, functional unit manager, or any member of a policy and procedure task force.

ACCC POLICIES AND PROCEDURES

TITLE: DEVELOPMENT/REVISION OF POLICIES AND PROCEDURES No: 1-005

PROCEDURE 1 DEVELOPMENT/REVISION OF POLICIES AND PROCEDURES

1. When the need for a new policy or the revision of an existing one has been determined, appropriate personnel shall prepare or have prepared a draft of the policy and any necessary procedure(s).

2. The draft of the policy and procedure(s) shall be forwarded, via internal mail, to the chairperson of the appropriate policy and procedure task force.

3. The chairperson shall distribute, via internal mail, copies of the policy and procedure(s) draft to all task force members, and shall convene a meeting of the task force to review and approve the draft. The task force is empowered to make any changes in the draft it deems necessary.

4. Once approved by the task force, the draft shall be submitted to the task forces coordinator, via internal mail, for preparation of the final draft. The final draft of the policy and procedure(s) shall be prepared on the policy and procedure form using the proper format.

5. The final draft shall be submitted by the task forces coordinator for rewriting.

6. Once approved, the final draft shall be printed, and distributed, via internal mail, to all policy and procedure manual holders by the task forces coordinator.

Chapter 4

Management of the Inmate Work Force

This chapter addresses four areas in which policies must be developed to manage an inmate workforce:

1. recruitment, selection, and orientation of inmate workers;
2. inmate education and training;
3. compensation and motivation; and
4. supervision of the work force.

Recruitment, Selection, and Orientation of Workers

Recruitment

Job openings should be posted, distributed in a memorandum to each inmate, and, if appropriate, announced on the public address system. The job description should explain clearly the skills, education, and background inmates must have to apply for the job. The duties or tasks of the job should also be spelled out. The job announcement format may be adapted from the one used by the jail's own personnel office for recruiting jail staff.

Special steps can be taken to make it easy for inmates with serious reading problems to apply. Written instructions and application forms can be kept in the simplest possible language. Staff can provide information verbally and assist inmates in completing the application form. Staff can also take advantage of an applicant's illiteracy to point out how important it is for him or her to take a reading course in order to find work after release that pays more than the minimum wage.

Selection

Appropriate staff need to review the eligibility of each inmate who expresses interest in the job to determine whether the inmate has:

- a security classification that permits the applicant to take the job;
- the necessary education, skills, and background;
- enough time left in his or her sentence to make an investment in training worthwhile;
- a disciplinary record that might disqualify the applicant for the job; and
- any physical or emotional handicaps (e.g., arthritis, fear of heights) that might disqualify the inmate.

All initially acceptable applications should be reviewed by the industry manager. The manager can then interview eligible candidates and, based on the application and the interview, "hire" or "reject" them. Inmates who are rejected should be told the reasons so they can prepare for the next available position. This process is used in the Philadelphia prison system. All newly assigned residents are screened for a Philacor (industry) assignment and then interviewed. Additionally, residents may be given a temporary Philacor assignment while going through the classification process if their social worker believes they would benefit from an industry assignment. (See Appendix 4-1.)

Before selecting applicants into the program, inmates should be given a complete explanation of the work rules so that they understand fully what the job involves before they agree to participate.

Once an inmate has been hired, the industry manager needs to notify other appropriate jail staff (such as the counseling staff, jail administrator, and assignment officer) of the inmate's new program assignment. (See also Hennepin County Standard Operating Procedure, *Referring and Testing Residents*, in Chapter 8.)

Orientation

The industry manager should spend as much time as possible with new inmates on their first day on the job. Any forms and other administrative details that still need to be attended to should be completed first. Inmates should be told what their and their supervisor's responsibilities are, and what they can expect to learn on the job that may benefit them now or after release. It is also helpful to listen to the new workers' own goals and expectations for the job at this time and correct any misperceptions. York Street (Massachusetts) Industries requires its inmate employees to enter into a written contract. This contract outlines each worker's basic responsibilities. (See Appendix 4-2.)

Finally, the supervisor can show the inmate how to do the job. It may be helpful to assign an inmate who has been successful in the program to work alongside each new inmate and show him or her the ropes.[1] It is imperative that safety be stressed during this initial training and as often as necessary thereafter. (See Chapter 6, page 84 on Health and Safety.) Philacor has initiated a three-tier approach to safety which includes safety talks, a safety committee, and discipline. (See Appendix 4-1.)

Education and Training

Linking Training, Industry, and Education

The (T.I.E.) approach. The most recent innovation in correctional education and training is that of the T.I.E. (Training, Industry, and Education) concept. The premise of T.I.E. is that training, industry, and education programs are more effective when they are linked together, because knowledge and skills are best retained when directly followed by practical experience. Linking work with education and skill development also motivates inmates to study because they see the real-world application of what they are learning.

Finally, T.I.E. can be a solution to reducing the friction between industry programs, training, and education when these programs compete for the same inmates. Instead, T.I.E. encourages these programs to coordinate their efforts to realize the fullest possible use of resources and overall benefit for inmates.

T.I.E. in Los Angeles. The Los Angeles County Sheriff's Office operates a garment shop in the maximum security jail at Pritchess Honor Rancho. The 100 inmates employed in the shop manufacture inmate uniforms for the entire county jail system.

Every inmate assigned to work in the shop must first complete a brief training program in an area adjacent to the shop. The training program teaches small groups of up to six inmates the basic skills required to operate industrial sewing machines, make accurate measurements, and work in an industrial setting. Once inmates have completed the training program, which can take from several hours to several days, they are assigned to a work station commensurate with their skill level. As the inmates' skill level increases, they are assigned to more difficult jobs involving greater responsibility.

Although it has no education component, the Los Angeles County program is a jail application of a T.I.E. program. Inmates receive job-relevant training and are given an immediate opportunity to apply the skills they have just learned.

Three T.I.E. variations. One way of conducting a T.I.E. program is for inmates to progress through the program sequentially, with each step building on the previous component. In most cases this means attending school. For example, inmates may receive their GED, then enter a welding vocational-technical program, and end up working in the metal fabrication shop where they can apply the knowledge and skills they have learned. In this model, an inmate might skip whichever component he or she does not need. This is the approach most commonly used in a prison system, such as the Ohio Department of Rehabilitation and Correction and the Federal Bureau of Prisons (UNICOR). However, sequential participation may not be practical in a jail where inmates have shorter terms of incarceration.

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[1] For further information on orientation approaches, see the ACA Pre-employment Training Curriculum, American Correctional Association (College Park, Maryland, 1979).

A second T.I.E. approach is therefore to consider education needs but focus primarily on closely aligning training and industry work. In this model, inmates who are educationally qualified are assigned to an industry that has a training component. Inmates are not permitted to work in the industry unless they have successfully completed the pre-industry training program. The Los Angeles County garment shop is an illustration of this option.

A third T.I.E. approach has inmates work in industry for one-half of their day and attend education or vocational training classes the other half. This requires the operation of at least two shifts and movement of inmates to and from the shop in the morning and afternoon. Although more difficult for jail staff to manage, this approach has the advantage of motivating inmates to learn by demonstrating on a daily basis the relevance of the education or skill training to performance on the job. By involving inmates in only one-half day of education, skills training, or work instead of spending eight hours on a task, the approach may also prevent worker boredom. The Hennepin County, Minnesota, Work House employs this T.I.E. approach in its private sector job shop. This shop does work for a variety of private sector clients, including sorting, packaging, cleaning, and assembling a variety of products. The shop operates a morning and afternoon shift. When not working in the shop, inmates are encouraged to participate in educational opportunities.

Management structure. Many prison and jail facilities assign a single individual to supervise all education, vocational training, and industrial programs. This supervisor usually reports directly to the corrections facility administrator. Managers of each of the T.I.E. program components (education, vocational training, and industry) report to this supervisor. Because all the T.I.E. program managers report to the same supervisor, there is consistency of supervision, improved conflict resolution, and rational distribution of resources.

This management structure will not be feasible in a small jail. However, it is important that the industry supervisor report directly to the jail administrator in order to position the industry on the same organizational level as other major jail programs.

Alternatives to T.I.E.

In small jails the T.I.E. approach may not be feasible without the budget or the staff to operate such a program. However, there are other ways of accomplishing the same goals T.I.E. achieves, primarily by developing program linkages with local school districts, community colleges, vocational schools, and even private businesses. A small jail that operates an industry program can:

- arrange to refer inmates to educational and vocational programs in the community;
- have volunteers come into the jail during non-working hours to conduct education classes;
- request local agencies to conduct vocational training classes; and
- permit inmates to participate in study release programs.

The Hampden County Jail in Springfield, Massachusetts, has developed successful linkages with both the business and educational community. The Springfield Chamber of Commerce was a driving force behind the establishment of a furniture manufacturing industry in the jail. Following discussions with the Sheriff, an advisory board was formed and office chair manufacturing was selected as the industry. However, there was no space for the industry program at the jail. A shop was therefore set up about three miles from the jail on the premises of a community vocational training center. Transportation and security are provided by the jail. Although the inmates are not directly involved in the training programs at the center, they can take advantage of the job development program located there. The industry program also shares loading docks and materials handling equipment with the training center and at times makes use of its welding and machine shops for repairs and special projects.

Functional Literacy

Many jail industry jobs require the ability to read, write, or do arithmetic. This can be a problem because of the large number of illiterate or semi-literate inmates. Ideally, some jail industry jobs should be simple enough to be performed by the illiterate yet still motivate them to learn to read and write. For example, an inmate who wished to move to a more difficult job might be required to meet an educational prerequisite.

Jails tackle the illiteracy issue in different ways. While some choose not to recognize education as a responsibility of the jail, others—such as Erie County Jail in New York State—have full-time teaching staff. The Maricopa County Jail in Arizona contracts with the local school district for inmate educational services.

The key point with regard to jail industry programs is that they will be most effective in producing quality products and services, and most beneficial to inmates, when they are closely linked with relevant education and job skills training.

Work Force Compensation and Motivation

Most inmates need an incentive to participate in a jail industries program because the opportunity merely to keep busy may not attract enough inmates to the job—or attract the right type of inmate. In addition, inmates who agree initially to work may lose interest and quit if they find the rewards insufficient.

The jail industry manager can motivate inmates with wages, non-monetary incentives, or both.

Monetary Compensation

The decision to pay inmates may depend on jail policy and on whether the jail has or can obtain the necessary money. In many cases wages can be paid out of the money generated from the sales of the industry's products or services. (See Hennepin County Policies and Procedures, Resident Employee Payroll and Resident Compensation, 400-92-8 and 400-92-7, in Chapter 8.)

Even with available funds, deciding whether to pay inmates may need to take into consideration the attitude of the community (including the feelings of local businesses and organized and unorganized labor) toward paying convicted criminals or defendants awaiting trial. Most jails that decided to pay inmates included members of the community in an advisory capacity during the development of the program. For example, in Hampden County, Massachusetts, and Strafford County, New Hampshire, Jail Industry Advisory Boards were formed that include jail staff, private citizens, legislators, and representatives of the business community. These board members can be useful for sounding out their constituency regarding the appropriateness of paying inmates.

Finally, regardless of community sentiment, jail administrators or county supervisors may not believe it is appropriate for criminals to earn money while serving sentences.

A variety of wage systems are used by jails that compensate inmates. Some pay a piece rate, others hourly or daily wages. A number of jails pay as little as $1.00 a day; others pay the federal minimum hourly wage. Some jurisdictions chose to require inmates to contribute a percentage of their wages to the facility to offset the cost of their incarceration, or to the court as restitution or a contribution to a victim compensation fund. For example, the Strafford County Jail Industry requires that 60 percent of an inmate's wages go to room and board, of which 5 percent is allocated to the victim assistance program and the balance to the operating costs of the jail and the industry program.

Non-monetary Incentives

Many jail industry programs have demonstrated that it is not necessary to pay inmates to operate an effective program if other incentives are offered instead. However, it is essential that other incentives be distributed fairly, consistently, and in accordance with an established policy and procedure. For example, any incentive program should be based on individual, not group, performance, and on the basis of quality, not just quantity, of output. At the beginning of the rating period, whether daily, weekly, or monthly, the supervisor should establish easily measured production standards and goals. Mere attendance should never be a basis for providing rewards.

Some of the many non-monetary incentives jail industries have used follow:

- limited free commissary
- extra good time
- special meals and meal times
- extra hours of TV viewing
- extended telephone privileges
- furloughs
- working outside the jail
- civilian clothes privileges
- extra uniform changes
- preferred housing assignment
- opportunity to learn skills
- extended gym and recreation time
- inmate suggestions regarding program operations
- reduction of fines
- outside meals and treats (fast food shop, ice cream parlor)
- freedom of movement (Trusty status).

Several of these incentives are explained in the Hennepin County Standard Operating Procedures on Personal Breaks, 400-92-9, reprinted in Chapter 8.

Although the rewards are less immediate, many inmates may also be attracted by a number of occupational benefits of working, including:

- opportunity to learn skills
- vocational training certificates
- job placement opportunities

- position advancement
- developing a work record or history.

Finally, jail administrators can require inmates to work in the jail industry in order to participate in desirable programs such as study or work release.

Supervision of the Work Force

The issues involved in supervising an inmate work force are for the most part the same as those involved in supervising any group of employees. For example, in any manufacturing plant or service operation the supervisor's primary concerns are productivity, product quality, and worker dependability.

One essential means of addressing these concerns is to communicate clearly to employees before work begins, and as often as necessary thereafter, exactly what they are expected to accomplish. Supervisors must also get a clear picture of what workers expect from the job. Conflicts between supervisor goals and worker expectations can then be reconciled. The final understanding of what the employee will be doing should be included in a supervision contract between the inmate and the supervisor. In addition to identifying job tasks and performance goals, the contract should provide for regular performance reviews. For example, in Strafford County, an Industry Monthly On-Site Check List provides for verification of acceptable achievement related to eight areas of performance (see Appendix 4-3). The Philadelphia jail industry (Philacor) has a similar procedure, involving the completion of a performance evaluation for each employee on a monthly basis (see Appendix 4-4).

One major difference between supervising employees in normal work environments and supervising an inmate work force is the need to maintain security in the jail. Work supervisors in a jail must be concerned about opportunities for inmates to escape or to smuggle materials out of the shop that could be used as weapons or barter. As a result, an inmate workforce requires much closer supervision than do workers in the community.

A number of approaches can help maintain adequate security:

(1) *Direct supervision*. Inmates can be kept under constant visual supervision by the shop supervisor. Inmates who require this type of supervision should not be permitted to travel unescorted between shops or to other areas of the jail.

(2) *Detailed instructions and directions*. Inmate workers may require an inordinate amount of the supervisor's time. Because of such barriers as illiteracy, physical and emotional handicaps, and lack of work or life experience, some inmates may require a great deal of direction and coaching. Supervisors may find it helps to break down jobs for such inmates into small and more easily mastered sub-tasks.

(3) *Tight quality control.* Jail industry supervisors may need to make frequent checks on the quality and productivity of the work force. Inmate workers may be poorly motivated, despite the incentives discussed above, or prone to poor workmanship, even when well motivated. Inmates are also subject to peer pressure not to overachieve ("please The Man"). The inmate who wants to do a good job may need consistent support from the supervisor to have an excuse to use with other inmates for doing good work ("He's always breathing down my neck—I can't slack off").

(4) *Constant reinforcement.* Many inmates have very poor work records; some may never have held a job for more than a day or two at a time. For the most part, they have led a day-to-day existence with little emphasis on planning for the future. Some inmates become involved in criminal activity precisely to obtain immediate gratification (drugs, fancy clothes, flashy car). Given this kind of a background, it is important that inmate workers receive frequent reminders that they are doing a good job or suggestions for improvement. The jail industry manager may need to tell some inmates how they are doing on an hourly basis, while others may require only daily reinforcement. In addition, any performance goals established by the supervisor should be short-range (not to exceed one week) and linked with the use of the motivators described in the preceding section.

(5) *Use of innovative motivators.* Because there are only a limited number of motivators available to jail industry supervisors, it is important to find out what kinds of incentives motivate their specific work force. This may require becoming attentive to the different needs of individual workers. Inmates value different privileges. One inmate may respond well to receiving extra recreation time, another may appreciate being given a few minutes at the end of each day to write a letter, while a third may value being allowed to use shop equipment for a craft project.

While jail industry supervisors need to be innovative in their selection and use of motivators, innovation must be balanced against the security and control needs of the jail and conform to the facility's overall policy and procedures.

Finally, supervisors need to keep a balance between maintaining a cordial relationship with the worker-inmates and preserving the crucial distinctions both between worker and supervisor, and between inmate and staff. (See Hennepin County Policies and Procedures, 400-92-11, Violation of Industry Shop Rules or Work Agreement, in Chapter 8.) An informal working relationship is helpful in motivating employees, but keeping professional distance is also necessary to prevent inmates from trying to take advantage of the work place. For example, in private industry it would not be unusual for employees and supervisors to loan each other personal items such as books, tools, and even money. However, this is not an acceptable practice in a jail. It is also not appropriate for supervisors to share much personal information with inmate workers. In particular, home address, home telephone number, and family information should never be shared with inmate workers.

In short, the jail industry manager should replicate the normal supervisor-employee relationship as closely as possible while keeping in mind considerations of custody and security.[1]

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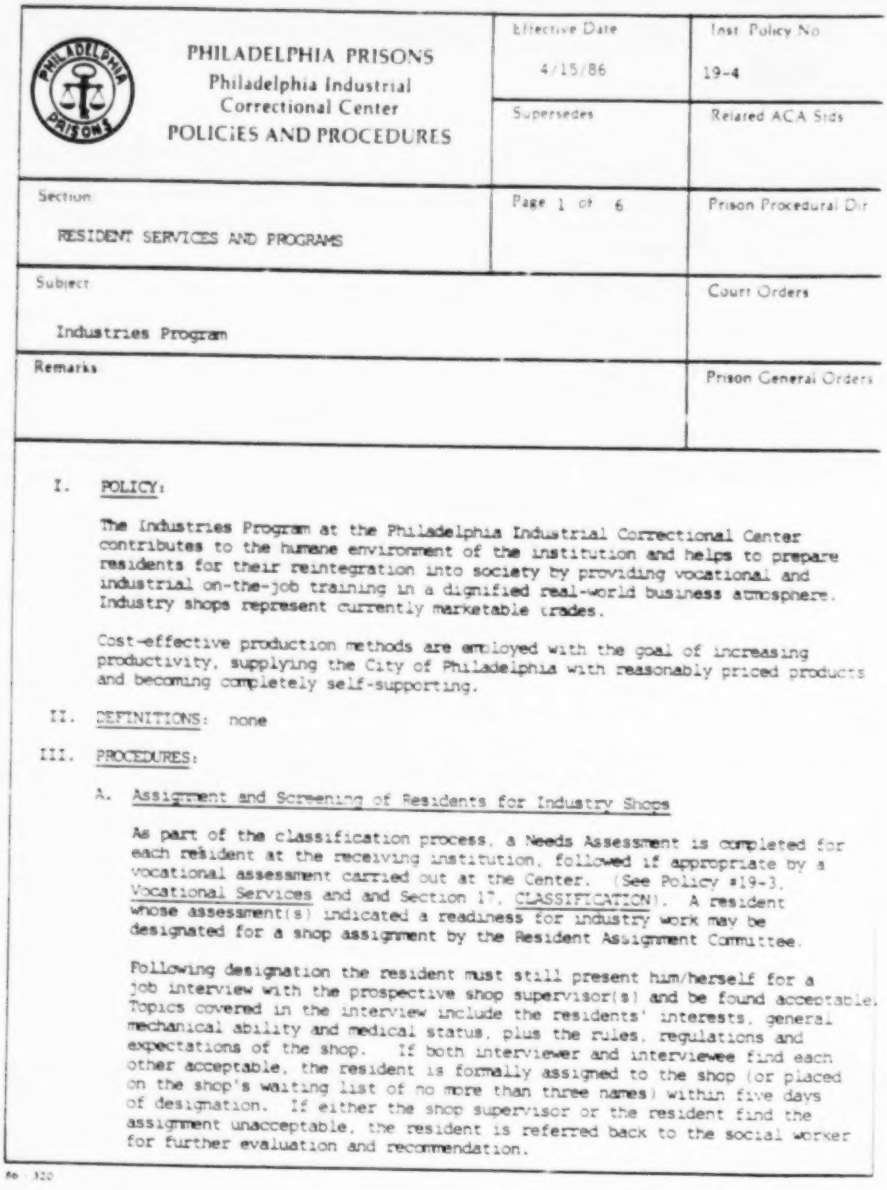
[1] For additional information about the supervision of inmate workers, consult the following three publications: "Correctional Supervision," National Institute of Corrections, National Academy of Corrections (Boulder, Colorado, 1984); *Games Criminals Play: How You Can Profit from Knowing Them*, American Correctional Association (College Park, Maryland, 1981); and Management/Supervision Manual for Industrial Training Supervisors, Prison Industries Division, New York State Department of Correctional Services (Albany, New York, 1984).

Appendix 4-1

Philadelphia Industrial Correctional Center Policies and Procedures



PHILADELPHIA PRISONS Philadelphia Industrial Correctional Center POLICIES AND PROCEDURES	Effective Date 4/15/86	Inst. Policy No. 19-4
	Supersedes	Related ACA Stds
Section RESIDENT SERVICES AND PROGRAMS	Page 1 of 6	Prison Procedural Dir
Subject Industries Program		Court Orders
Remarks		Prison General Orders

I. POLICY:

The Industries Program at the Philadelphia Industrial Correctional Center contributes to the humane environment of the institution and helps to prepare residents for their reintegration into society by providing vocational and industrial on-the-job training in a dignified real-world business atmosphere. Industry shops represent currently marketable trades.

Cost-effective production methods are employed with the goal of increasing productivity, supplying the City of Philadelphia with reasonably priced products and becoming completely self-supporting.

II. DEFINITIONS: none

III. PROCEDURES:

A. Assignment and Screening of Residents for Industry Shops

As part of the classification process, a Needs Assessment is completed for each resident at the receiving institution, followed if appropriate by a vocational assessment carried out at the Center. (See Policy #19-3, Vocational Services and and Section 17, CLASSIFICATION). A resident whose assessment(s) indicated a readiness for industry work may be designated for a shop assignment by the Resident Assignment Committee.

Following designation the resident must still present him/herself for a job interview with the prospective shop supervisor(s) and be found acceptable. Topics covered in the interview include the residents' interests, general mechanical ability and medical status, plus the rules, regulations and expectations of the shop. If both interviewer and interviewee find each other acceptable, the resident is formally assigned to the shop (or placed on the shop's waiting list of no more than three names) within five days of designation. If either the shop supervisor or the resident find the assignment unacceptable, the resident is referred back to the social worker for further evaluation and recommendation.

Re - 320

Interviews are conducted between 2:00 and 2:45 p.m. on any weekday afternoon in the industry shop areas, and are scheduled at the time of designation. No interviews are scheduled with any shop supervisor whose shop has a full waiting list. Following assignment, the social service secretary contacts each shop supervisor to give notice of those residents scheduled for interviews.

B. Industry Shops

The Center offers on-the-job training in the following industry shops:

1. TV Repair - This shop accomodates (12) maximum custody residents who learn their trade while repairing TV sets from Philadelphia Prisons housing areas and from other City Departments.
2. Carpentry - This shop accommodates 15 maximum and/or medium-custody residents on each of two shifts for a total of 30 residents at work per day. Furniture is constructed for the Philadelphia Prisons and other City Departments.
3. Furniture Refinishing - This shop accommodates 15 maximum and/or medium custody residents on each of two shifts, for a total of 30 residents at work per day. This shop finishes new furniture constructed in the Carpentry Shop and refinishes pieces already in use in the Philadelphia Prisons or other City Departments.
4. Upholstery - This shop accommodates 25 maximum and/or medium custody residents who learn their trade while upholstering or re-upholstering pieces referred from the Furniture Refinishing Shop.
5. Automotive - This shop accommodates a total of 20 medium security residents. Ten of these are Vocational Training students learning welding and automotive technology at carrels placed within the shop. The remaining ten residents are at a more advanced level and receive on-the-job training in radiator repair, wheel balancing, small truck painting and autobody work.

It is the responsibility of the Industries Supervisor to develop and maintain a set of general rules and regulations for all shops. Each shop supervisor develops, in consultation with the Industries Supervisor, a set of supplementary rules and regulations for his own shop. Each resident assigned to the Industries Program receives copies of both the general rules and the supplementary rules for his own shop.

C. Terms and Conditions of Industry Shop Work

All policies and procedures regarding work assignments are applicable also to the industry shops. See Policy #19-5, Work Programs, for details.

1. Hours - Residents in the industry shops work a 6 hour day, from 8:00 a.m. to 2:30 p.m., with a ½ hour break for lunch, which is served right in the industries area. Some shops have a second shift from 3:30 to 10:00 p.m. with a ½ hour break for the evening meal. Workers punch a time clock upon arrival and departure from the shop. Industry shop workers on medication receive their morning medication early with residents going to court and their noon medication, if necessary, in the industries area.

2. Pay Scale - Industry shop workers are paid an hourly wage as follows:

Step 1 - newly assigned workers	16¢ per hour ($1.04/day)
Step 2 - after 2 months (if qualified)	18¢ per hour ($1.17/day)
Step 3 - after 5 months (if qualified)	20¢ per hour ($1.30/day)
Step 4 - advanced worker (1 per shop)	24¢ per hour (~~[illegible]~~ 1.56/day)

Workers are not paid for days absent, ill, at court, etc. However, workers receive 14 paid holidays per year if they have not missed days for unacceptable reasons during the two week period before the holiday and if they work the days immediately before and after the holiday.

3. Probation - Upon acceptance into an industry shop, the resident receives a work ID in accordance with Work Program procedures and a complete set of shop rules and regulations from the shop supervisor. She/he then commences a two-week probation period in the shop during which time she/he may be terminated for cause at any time by the shop supervisor, who forwards a written explanation to the assigned social worker. Upon successful completion of the two-week probation period, however, work performance problems are dealt with according to the procedures outlined in Policy #19-5, Work Program.

4. Performance Evaluations - Industry shop supervisors prepare monthly progress reports regarding the performance of each worker. The original of the Performance Report (Form #86- , see Attachment 1) is given to the resident with copies to the shop supervisor, the Director of Prison Industries and the social service supervisor for eventual placement in the social service file.

5. Termination - Termination of residents from industry shops is handled as for any other work assignment. See Policy #19-5 for details.

6. Certificate - The shop supervisor prepares specifications for each component that must be mastered for beginning competency in the trade, and teaches all components in the shop. Upon discharge or reassignment a resident is entitled to receive an certificate delineating those areas of the trade that he has mastered.

D. Industry Shop Security

1. Shadow Boards - All industries personnel are responsible for security in their shops and in the industries dining area. Tools are stored on shadow boards and are issued only when signed for in a log maintained for that purpose. All tools are signed back in and placed on the shadow board before any resident may leave the area.

2. Correctional Officer Coverage - Two correctional officers, (one male, one female) are assigned to the industries area during the 7 to 3 shift. One "floating" correctional officer patrols all the shop areas. A second correctional officer is assigned to the industries gate which can be opened only by Central Control upon notification from the correctional officer. The gate officer is responsible to ensure that no resident enters or leaves the industries area without passing through the metal detector located at the gate. During the course of the shift when the gate is not much in use, the gate officer locks the gate console and joins the floating officer in patrolling the industries area.

   If it is not possible to assign one correctional officer of each gender to the industries area, a correctional officer of the unrepresented gender is detailed to the area at 2:15 p.m. each weekday to search shop workers of that gender as they leave the area for the day.

3. Inventory and Production Control - The shop supervisor keeps inventory on all hazardous materials, raw materials, final products and items of value in the shop. The shop supervisor forwards a monthly report on each of these four categories to the industries supervisor.

E. Industry Shop Safety

It is the responsibility of the Center's Industries Supervisor, in consultation with the individual shop supervisors and the Philadelphia Prisons Safety Officer, to develop detailed safety and health procedures for each shop and for the industries area as a whole. Each shop's handling and disposal of chemicals, waste materials and other potential pollutants of air, soil or water conforms to Environmental Protection Agency standards. (See also Policy #9-4, "Control and Use of Flammable, Toxic and Caustic Materials"). Although OSHA standards are not enforceable in Pennsylvania correctional institutions, the Industries Supervisor familiarizes himself with OSHA Safety and Health Standards for General Industry (29 CFR 1910) and ensures that the shop procedures comply with these standards. Questions regarding health and safety conditions may be posed at any time to the compliance officers (for safety) or industrial hygienists (for health) on staff at OSHA's Philadelphia Office (phone #597-4955)/

Safety and health procedures are distributed to the Prisons's Industries

Manager and to the individual shop supervisors, who make them a part of their shop rules and regulations. Specific rules are prominently posed in the work area.

The master copy of the procedures is kept in the Industries Supervisors Office. It is reviewed annually by the Industries Supervisor (1) to identify necessary changes in procedures required by reclassification of materials or wastes, (2) to provide an updated plan for reducing health and safety hazards and acquiring modernizing equipment, and (3) to identify materials alternative to those identified as hazards. All feasible changes are made in the procedures and are distributed to the Prisons' Industries Manager and to the individual shop supervisors.

Shop safety procedures include but are not limited to:

1. Safety Talks. The shop supervisor conducts safety talks at least once every two weeks, covering a different topic each time. All residents assigned to the shop are required to attend.

2. Safety Committee. The Industries Supervisor selects two shop supervisors on a rotating basis to join him on the Safety Committee. The Committee inspects all shops on a monthly basis to determine whether safe working conditions exist, safe working habits are demonstrated and safe work procedures are used, as well as to determine whether health and sanitation conditions present any danger. The Prisons' Safety Officer is asked to join the inspection tours. The Industries Supervisor documents the results of the inspection in a written report to the Industries Manager and takes steps to ensure that any needed corrective actions are taken by the Shop Supervisors.

3. Discipline. Supervisors are responsible for enforcement of safety rules and any violations are reported immediately. Resident workers or staff who violate any safety rule are subject to disciplinary report, as is any employee who knowingly allows a resident worker to violate a health or safety rule or who fails to take disciplinary action against a resident worker observed violating a health or safety rule.

F. Reporting Mechanism

The Philadelphia Industrial Correctional Center Industries Supervisor submits to the Deputy Warden for Administration a monthly report detailing all activities within the program during that period. This report addresses topics such as numbers of residents participating, wages paid, accidents, write-ups, certificates presented, production data, recruitment problems, etc. A copy of this report is also submitted to the Director of Industries.

Appendix 4-2

York Street Industries Inmate-Worker Orientation Form

INTRODUCTION TO PROGRAM:

The following is a brief explanation of topics important to you as a participant in the York Street Industries Program. A thorough understanding of each item will help you adjust quickly to our program and the facility.

WORK HOURS:

8:00 AM to 3:30 PM

Lunch periods are 30 minutes and are scheduled as near as possible to the middle of the shift. Food must be kept only in designated break areas.

Breaks: 10-10:15 AM 2-2:15 PM

ALL PARTICIPANTS ARE EXPECTED:

To maintain the following good work habits: beginning work on time, working safely, observing break times, not quitting early, doing quality work, and working at the expected pace.

Also to maintain a mature behavior to include: no yelling from van, no lewd remarks or foul language.

Also to have a good attitude toward your work and to treat staff and co-workers with respect. If you have a problem, please see the staff immediately instead of complaining. Constructive criticism is always welcome.

And to be flexible in assignments. If you are needed to help out somewhere else, please do so willingly.

QUALITY

Our continued success depends on all participants producing high quality work. Questions about quality should immediately be brought to the attention of the staff. If you have questions about whether something is "good enough", please hold it aside until you can have the staff check it.

EARNED GOOD TIME

By law, we may award goodtime for institutional programs and work. As a participant, you may earn up to the maximum of 7 1/2 days per month for sustained satisfactory work.

ATTENDANCE

Participants are expected to be at work every day unless you have a legitimate reason not be be here. Please notify us ahead of time if you will not be here. Other activities should be scheduled so they will not conflict with your work day. Incident reports will be written for unauthorized absence and sent to the Classification Board so that appropriate action can be taken.

Special sick call for minor ailments can be arranged in the evening after work hours. Major medical problems are a legitimate matter to be taken care of during normal work hours. Please have the officer in charge of your housing unit contact us if you are staying in for medical reasons.

PAY

The starting rate of pay is .50/hour. A .25/hour increase will be granted every three months up to a maximum of $1.00 per hour.

Pay rates are .50-.75-1.00 per hour. Upholsterers will receive an additional .10 per hour after they are trained. Raises will be based on sustained satisfactory performances.

Since all checks are processed through the Hampden County Treasurers Office, they are subject to occasional delays. York Street Industries will make every effort to pay you every two weeks.

SAFETY ISSUES

York Street Industries insists that all participants adhere to the following basic rules to ensure that our program is operated in a safe and efficient manner:

1. No horseplay and avoid distracting others.
2. Eye and ear protection is required around the saws, routers, and other power equipment.
3. Do not operate any equipment that you have not been trained to use.
4. Before starting any machine make certain that the safety guards are in place. Safety guards/features should not be removed or changed except when repairs are necessary.
5. Please inform the staff of any unsafe situations you may see so that corrective action can be taken.
6. Disconnect air hoses and glue guns at the end of the day.
7. Do not use air hoses to "clean" yourself.

If you are injured, please notify the staff so you can be properly treated by the MCDI nurse or by the jail's medical staff.

SECURITY

Please remember that we are part of the jail and must abide by all security regulations. You are expected to obey the Correctional Officer's instructions. Other security matters to remember are:

Do not leave the work area unless you are with a staff person.
Do not take anything back to the Main Institution.
No outside visitors are allowed in the shop area

MISCELLANEOUS

Telephones are for official business use only. No personal calls are allowed.

Your counselor will still be expected to take care of counseling/casework matters. Please arrange to meet with them after work hours or by using the request slip system.

In order to allow for the orderly replacement of workers, two weeks notice is necessary before transfer to the Pre-Release Center.

Each worker is responsible for keeping his work area clean and orderly as well as assisting in the daily clean up of the general shop area.

Your working at York Street Industries is voluntary, however by working here, you agree to comply with our rules and expectations. If you feel that you cannot abide by them, please say so now and feel free to return to the Main Institution for reclassification. Constructive criticism is always welcome; however, continued negative attitudes will not be tolerated.

I have read, understand, and agree to the above expectations, policies, and rules. I also certify that I have no medical problems which would prevent my working at York Street Industries.

Date:__________________ ____

____
For York Street Industries

Institutional wrap-up date:______________ Parole Eligibility date:______________

Date you expect to leave York Street Industries:______________________

How?________ Wrap-up________ Parole________ Pre-Release

ADDITIONAL INFORMATION

In Case of Emergency Notify:

Name (Relationship): ______________________________

Address: ______________________________
____
____

Phone: ______________

Forwarding Address: ______________________________
____
____

Appendix 4-3

Monthly Worksite Checklist
Strafford County, New Hampshire

Supervisor on current jobsite verifies acceptable achievement of the following:

_____ 1. Complies with rules, regulations, laws, and responsibilities

_____ 2. Understands, benefits and has made choices (if needed)

_____ 3. Maintains acceptable attendance/punctuality

_____ 4. Maintains acceptable appearance and hygiene

_____ 5. Takes directions accurately and willingly

_____ 6. Produces acceptable amounts with required level of quality

_____ 7. Maintains acceptable level of care and safety, and is reliable

_____ 8. Accepts criticism well, improves as needed, and works as a member of the team

Appendix 4-4

Philacor Resident Performance Report

RESIDENT'S NAME ______________________

INST. NO. ______________________

INDUSTRY SHOP ______________________

HOUSING AREA ______________________

PAY SCALE STEP ______________________

EVALUATION PERIOD ______________________

1. ATTENDANCE
    - ____0 Absent More than 3-days
    - ____2 Absent 2-3 days
    - ____4 Absent 1-day
    - ____6 No Absence

2. OBSERVANCE OF SAFETY RULES
    - ____1 Observes Rules When Watched
    - ____2 Observes Rules Most of Time
    - ____4 Observes Rules at All Times
    - ____5 Helps Promote Safety

3. INITIATIVE & SKILL DEVELOPMENT
    - ____1 Marginal
    - ____3 Fair
    - ____5 Good, Upper 50%
    - ____7 Seeks Resp.-Self-Starter

4. QUALITY OF WORK
    - ____1 Marginal
    - ____3 Fair
    - ____5 Good, Upper 50%
    - ____8 Very Low Errors--Top 20%

5. CARE OF WORKING AREA
    - ____1 Needs Reminding
    - ____2 Fair
    - ____3 Avg. Sustains Acceptable Level
    - ____5 Maintains Area Neat & Clean

6. CARE OF EQUIPMENT, MATERIALS AND/OR STOCK
    - ____1 Marginal
    - ____2 Fair
    - ____3 Careful, Minimal Losses, Upper 50%
    - ____5 No Losses, Keeps in Proper Condition

7. QUANTITY OF WORK
    - ____2 Marginal
    - ____4 Fair
    - ____6 Good, Upper 50%
    - ____8 Exceptional, Top 20%

8. ATTITUDE TOWARD PEERS & SUPERVISOR
    - ____1 Marginal Cooperation
    - ____3 Generally Cooperative
    - ____4 Usually Cooperative
    - ____6 Full Coop. Promotes Harmony

TOTAL POINTS ____________

COMMENTS (PROGRESS, STRENGTHS, IMPROVEMENT NEEDS, RECOMMENDATIONS) ____________

____

____

____

____

____
SIGNATURE OF SHOP SUPERVISOR

____
SIGNATURE OF INDUSTRIES SUPERVISOR

Copies: 1st - Supervisor
2nd - Social Service File
3rd - Resident
4th - Industries Supervisor
5th - Industries Manager

B-BSY-NA44 1

Chapter 5

Business Management for Jail Industries

Starting a small business in a jail employing inmates differs little from starting a small business in the community employing non-incarcerated labor. Above all, both types of enterprise require sound business management. About 2,400 small businesses open each year in the United States—but 2,100 close down. The mortality rate is especially high in manufacturing; more than half of all new small manufacturing businesses close within five years.

This chapter suggests ways to avoid the pitfalls of starting a jail industry, with suggestions for:

- effective marketing, sales, and customer relations;
- purchasing and inventory management;
- business planning; and
- financial management and pricing.

However, the starting point for any jail administrator for ensuring the success of a new industry is to hire a qualified jail industries manager.

The discussion which follows recommends that a full-time position for an industry manager position be created by the jail when the work load warrants it. Such a position will become critical when the industry program expands and requires a manager with expertise in the areas listed above. In the interim, it is possible to develop and operate a limited industrial program with existing staff who may have little or no business background as long as they are given substantial technical support. For example, Belknap and Strafford counties in New Hampshire have employed existing jail staff and industry managers, but they have received technical support and training in such areas as bookkeeping, production, quality and inventory control, and pricing information directly from their customers and from members of their jail industry committees.

Hiring a Qualified Jail Industries Manager

The two main reasons small businesses fail are insufficient capital and inefficient management. With respect to capital, beginners tend to concentrate on the amount of funds needed to purchase the initial complement of stock or equipment, to rent space, and to cover the initial payroll. They do not think about the need for funds to continue to purchase raw materials and to pay salaries, rent, utilities, and taxes while the business is getting established. With respect to management, the typical business owner or manager is a specialist, familiar only with technical skills required to produce the product or service. However, some knowledge of bookkeeping, financial management, marketing, and personnel management is also necessary. In hiring an industry manager, the jail administrator should therefore look for evidence of strong management skills as well as technical knowledge of specific manufacturing processes or the provision of services.

Among the specific management skills which should be sought in potential candidates are the following:

1. *Marketing, sales, and customer relations.* What experience has the candidate had in commercial sales as opposed to consumer sales? Is the person aware of the importance of meeting individual customer needs in product development while at the same time recognizing the value of standardizing work procedures for inmates? Does the candidate know the factors to consider in selecting a product to manufacture or a service to provide? (See Product Screening below, under Marketing, Sales, and Customer Relations for sample factors.)

2. *Purchasing and inventory management.* Has the candidate been involved in purchasing and ordering raw materials, selecting vendors, and preparing a finished goods inventory?

3. *Business planning.* Has the candidate developed a business plan? Does he or she know what a sound business plan includes?

4. *Financial management.* Has the candidate worked with financial reports, such as income statements, balance sheets, and accounts payable and accounts receivable? Has he or she had to monitor cash flow carefully? Determine prices for products or services?

A candidate who has not operated a small business is unlikely to have had direct experience in all these areas. However, the candidate should at least be knowledgeable about them—or know how to obtain the information quickly and reliably—because there probably will be little technical assistance in business affairs available to the industry manager from local government officials or other jail staff. As a result, the jail administrator will have to rely on the industry manager to supply the necessary business competence.

A study analyzing 300 successful business owners found that, in addition to business knowledge, successful entrepreneurs have four other important characteristics:

1. *Problem-solving skills*: The successful entrepreneur thrives on the challenge of finding new and ingenious ways of overcoming obstacles.

2. *Persistence*: Successful entrepreneurs refuse to accept failure.

3. *Ability to assess risk*: Contrary to popular myth, entrepreneurs are not gamblers; rather, they are careful risk evaluators.

4. *Active involvement*: The best entrepreneurs never think any task is beneath them.

The driving force for most entrepreneurs is the opportunity to manage one's own business. The trick for the jail administrator is therefore to find someone who has the characteristics of the successful entrepreneur but who is still willing to work for someone else. The solution is to structure the work environment so that the jail industries manager has the freedom to operate as much like an entrepreneur as possible. For example, the industries manager should report directly to the jail administrator, have a revolving fund budget, work closely with an outside advisory board, and be given broad discretion regarding business decisions.

Staff Training

Hiring experienced, well-qualified staff does not eliminate the need for ongoing training. In the jail industry arena, there is need for management/supervisor training, product/service specific technical training, and correctional related training. Each staff person should be afforded the opportunity to participate in job-related training as often as necessary to maintain a high performance level. In addition, some state and local agencies require that jail staff participate in training on an annual basis and stipulate a specific number of hours of training each employee should receive.

Marketing, Sales, and Customer Relations

Marketing

Marketing is the variety of activities associated with what is done with an organization's products or services. Marketing includes research, development, sales, customer relations, and advertising. It may influence product design, product pricing, other aspects of production, and even the handling of accounts receivables. Marketing should be an important part of the management of any business organization. The jail industries manager must appreciate its significance whether he or she undertakes it or uses marketing specialists.

Marketing for jail industries is usually less complex than for private companies because customers are normally limited to local county agencies. Nonetheless, the long-term success of the jail industry depends on satisfying the needs of the customer through a four-step marketing approach of:

1. potential product or service identification,
2. product screening,
3. profit analysis, and
4. choosing a product or service.

Step 1. Identify Potential Products or Services

Among the first questions which must be answered in creating a jail industry are (a) What are the potential products or services the jail industry might provide? and (b) Who are the potential buyers of the products or services? Market research is required to answer these questions.

Market research is the assessment of who will buy what product or service in what quantity and at what price, both now and in the future. Obviously, market research is a critical tool for deciding what product or service to select. Market research is also important if a jail wants to do a better job selling to its current customers. Market research can provide sales trends, market share, sales forecasts, customer buying practices and attitudes, and competitor behavior. Market research can provide answers to such questions as: How large is the market for a product or service? What are the pertinent characteristics of that market? In what ways might a product or service be improved? Who are my competitors, what are they now doing, and what are they likely to do in the future? What pricing structure would be desirable? What pricing changes would increase sales or profitability? What are the customer's delivery requirements?

Market research is a science and, as such, is based on sophisticated data collection and analysis techniques. Consequently, large private sector firms often employ specialized market research staff, while smaller firms may contract either with a market research consulting firm or with a university market research department. To do market research well (and it should be done well or not at all), a jail industries manager will almost certainly have to contract for the service.

For example, Strafford County contracted with a local business college to identify potential products and services which could be provided by the jail before opening its industry program.[1]

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[1] For the jail industries manager who wishes to know more about marketing, three texts provide sound information on how to conduct market research: B. Charles Ames and James D. Hlavacek, *Managerial Marketing for Industrial Firms*, Random House (New York, 1984); Victor P. Buell, *Handbook of Modern Marketing*, McGraw-Hill (New York, 1986); and Robert W. Haas, *Industrial Marketing Management*, Kent Publications, Northridge, California, 1982.

To do market research it is necessary to identify the segment of the market which the jail industry will serve. Will the industry concentrate on city or county agencies, or will it also include the private sector? One initial consideration is whether the jail industry's enabling legislation provides a choice of markets. (See pages 17-19, Chapter 2.) If it does, the next consideration is the potential size of the market and the likelihood that the jail industry will have access to it. Most jail industries begin by concentrating on supplying a product or service to the local city or county.

In selling to the city or county, the industry manager needs to contact the government person responsible for purchasing. An attempt should be made to identify products or services which the purchasing agent believes are the most appropriate, in terms of the ability of the jail to furnish them and the willingness of the city or county to purchase them. In addition, there may be distinct advantages to providing a service rather than manufacturing a product. These advantages are discussed in detail on pages 75-76 in Chapter 6.

Three additional pieces of information can be helpful in selecting a product or service:

(a) Products or services that jail and prison industries in other localities or states are producing. (For example, the Correctional Industries Association Directory lists all products made by prison industries in the fifty states.)[1]

(b) Products or services used by local agencies that are being purchased from outside the state. The city or county purchasing staff and the state economic development agency can be helpful in identifying such products and services.

(c) Products or services suggested by local elected officials or key local career government employees.

If the private sector is to be the market, the research is more difficult. Effort should be concentrated on medium or large companies within a range of 10 to 25 miles of the jail. The Hennepin County (Minnesota) jail has used this approach, performing a variety of tasks for several companies in the Minneapolis-St. Paul area, including salvage, repair of damaged products which are under warranty, and light assembly projects.

When targeting the private sector market, the jail industry manager must find out from company purchasing staff which companies would consider using the jail as a supply source, and then identify those goods or services that are in demand.

Products or services should be considered by the jail if they are labor intensive or if the current supplier:

- has left the customer dissatisfied,
- has priced the product or service too high, or

- must ship the product over long distances to the customer.

Another potential source of product information is a local, well-established sheltered workshop. A jail industry may be able to do work the workshop may have been offered but cannot handle. Solicitations for products or services in the business pages of the local newspapers may also offer leads. The local Chamber of Commerce, too, may have useful information about product demand.

Step 2. Screen Products or Services

Once potential products have been identified, the next step is to screen them, to determine the most likely candidates for more intensive analysis. The following considerations should be examined for each potential product or service.

a. *Size of market*. There must be a large enough potential market to make an economical business operation possible, probably a minimum of $50,000 in annual sales. In considering the potential demand for a product or service, it is necessary to determine not only total use in the community but also what percentage of the total market the jail industry can count on capturing.

b. *Ease of production*. At least initially, simple production operations should be the goal. Assembly is generally the simplest production technique. Services which rely on repetitive operations and minimal diagnostic skills are preferable. (See Chapter 6 under Production and Production Scheduling, pages 72-75.)

c. *Amount of equipment needed*. Processes which require costly, special purpose equipment should be avoided. Processes which can be performed with common hand tools and general purpose power equipment provide a better opportunity for success and greater flexibility in adding more products later. They also require less capital expenditure. When possible, heavy equipment that must be used should be leased instead of purchased, obtained second-hand, or supplied by a customer.

d. *Need for space*. Space is usually a scarce commodity in a jail. Because modification of typical jail space for specialized industrial purposes can be expensive, preference should be given to processes which can be handled in general purpose space. Products which can be easily handled and do not require much storage space when completed are the most desirable.

e. *Security hazards*. Security staff should review each potential industry operation to be sure there are no unacceptable security hazards involved in the raw materials, the finished product, or the work processes.

f. *Health and safety risks*. Potential health or safety risks involved in the raw materials, finished product, or operational processes should be identified. The cost to eliminate any risks identified should be determined.

g. *Job skills required*. Inmates must have the skills necessary to do the work required or be easily trained to do the work. Inmate turnover may make it difficult to maintain the necessary skill level.

h. *Skill relevance*. The jail administrator needs to decide whether his or her goal is just to provide work of any kind or sees the development of marketable skills as another objective.

Step 3. Conduct Revenue Analysis

When an industry has been tentatively identified as a result of these eight screens, a rough feasibility analysis should be performed to determine whether the product or service will provide sufficient financial support for the enterprise. This analysis should address the following factors:

a. *Sales volume*. How much revenue will each potential product or service generate in the next twelve months? An estimate of the price of the product or service (based on current price) and the anticipated sales volume (based on current experience) should be prepared.

b. *Cost of materials*. What are the raw materials used in producing the item or providing the service, and what is the cost of each?

c. *Utility costs*. What will be the cost of heat, light, and power for the shop for twelve months?

e. *Cost of equipment*. What equipment will be necessary, and what will it cost? Will adequate used equipment be available, or must new equipment be purchased? Can it be leased? What funds are available for the initial purchase or leasing fee for equipment? Although it is not reasonable to expect to recover all the costs of capital equipment in the first year, some portion should be covered in a depreciation account to permit replacement as necessary.

f. *Miscellaneous expenses*. What will the costs of hand tools, telephone, postage, and office supplies be, particularly for a service enterprise?

In determining the economic feasibility of the enterprise, correctional agency expectations must be clear. In some situations the shop may be expected to recover only the costs of raw materials and inmate wages, while in other cases the shop may be expected to become completely self-supporting or even provide revenue to the jail.

Step 4. Choose a Product or Service

Finally, the potential inmate work force must be capable of producing the goods or services in the volume necessary to (a) achieve the anticipated sales, (b) at the tentative sales price, and (c) at a quality level the customer expects.[1]

In large companies, a complex and sophisticated feasibility study is typically conducted by specialists. While the jail industry manager will be unlikely to have such skills and experience, he or she should be able to perform an analysis that covers the essential elements and meets the less complex needs of a jail industry. The manager can find assistance in this task from the local office of the Service Corps of Retired Executives (SCORE), the local office of the U.S. Small Business Administration, a bank, and a Small Business Institute at a university. Business reference books available in the local library may also be helpful. Three useful texts are listed above in footnote 1 on page 54.

Sales and Customer Relations

Unlike most purchases by the consuming public, companies and agencies that buy products and services from vendors normally conduct a highly rational and exhaustive examination of product price, quality, and delivery time, and vendor dependability and reputation. To be taken seriously in this market, the jail industry must therefore not only sell at a competitive price but also establish a reputation for quality and dependability. While providing a well-made product and delivering it on schedule are essential in establishing this reputation, the jail industry manager must also spend time cultivating industry sources to establish rapport with potential customers—and to maintain rapport with existing customers. Personal contacts are vital to effective sales and customer relations. Customers, even in the public sector, should never be ignored or taken for granted. The jail manager must obtain personal and regular feedback on how the shop's output is viewed by customers and potential customers in terms of quality, design, price, durability, and timeliness of delivery. Maintaining customer liaison also includes repairing or replacing products cheerfully, or redoing unsatisfactory service jobs.

As the shop becomes operational or expands, it will become increasingly difficult to provide the necessary attention to sales and customer relations.

If the jail industry's only market is local government, a good personal relationship must be built with the key purchasing people. If there is a central purchasing unit with several staff, the connection should be with the agent responsible for purchasing the particular commodity in question. If the customer agency deals directly with its vendors, the key person may not be the head of the agency or the purchasing agent but rather the person most directly involved in using the product or service.

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[1] In many shops the original specialty becomes the core of a family of related activities into which the shop moves gradually. The possibility of such related products or services may be another consideration in the selection process.

If the jail industry's market includes the private sector, marketing activities will be more complex and time-consuming because of the large numbers of companies and organizations that may be potential purchasers of the jail industry's product or service, and because of competition from other suppliers.

With both public and private sector customers, it is critical that the jail industry and its customers agree on the quality of work required. However, new jail industries products or services must be of a quality at least comparable to that which the customer agency is now purchasing. It may be possible to modify the product or service to meet the needs of the agency better than the competition, but such changes should be made only if they can be achieved without significant expense.

In the last analysis, the line staff of the customer agency or company will judge the performance of a jail industry by whether it solves problems or creates them. In this respect, such aspects of job performance as turn-around time and the manner of transportation between the agency and the jail can be as critical in determining customer satisfaction as price and quality.[1]

The key to any sale in any business is determining the customer's needs and demonstrating that the product or service meets those needs—jail industries are no exception. Satisfied customers are the best source of continued—and expanded—sales.

Purchasing and Inventory Management

Effective purchasing for the jail industry is a key element in controlling the cost of raw materials, which in turn affects product prices and revenues. The purchasing process is also a vital part of quality control because of the importance of using satisfactory raw materials. (See Chapter 6, pages 77-79, on Quality Control.) Good relations with suppliers can also result in valuable information on market trends, potential new products or services, new product applications, and improved production techniques.

Working with the Central Purchasing Agency

Securing raw materials and equipment for the jail industry from the local government purchasing agency can be a problem. Government purchasing procedures are often cumbersome because they are generally designed both to prevent fraud and to assure maximum opportunity for vendors to bid. Although these are clearly desirable public policy objectives, they occasionally result in the jail industry having to pay higher than normal prices for supplies and experiencing delays in securing materials.

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[1] If a jail industry is required to participate in a formal bid process, how is the price to quote to be determined? It must be high enough to permit an acceptable level of return, yet low enough to be competitive. Some research on previous bids and bids for similar products in nearby jurisdictions is necessary to provide a clue as to the likely level of the successful bid. This is a critical task for the jail industry and one in which accuracy is essential.

Nonetheless, the central government purchasing agency can provide valuable assistance to the jail industry manager. Purchasing staff have access to trade sources and have skills in dealing with potential vendors that can be helpful in enabling the jail industry manager to acquire quality raw materials, at a reasonable price, on schedule. However, the purchasing staff cannot be effective without cooperation from the jail industry manager. For example, the shop manager should provide the purchasing staff with names of additional prospective vendors to put on the agency's bid list. To do this, the manager needs to become familiar with trade journals and other sources of information about vendors. Two excellent reference sources of companies which supply products and services are the Thomas Register and Sweet's Catalogue, both of which can be found in most public libraries. These can be valuable not only for identifying potential bidders but also for learning about available products and services, and the companies which provide them.

The Purchasing Process

The purchasing process begins in the shop. A raw material, supply, or piece of equipment is needed. At this point, the manager must make three principal decisions.

1. *What is needed?*

The manager must determine what to order and how to define or describe it. Although it may be simplest to name the desired item, it is much better to provide specifications as well. However, the specifications should not be taken from any one vendor's catalogue since this may result in an overly restrictive specification which rules out otherwise desirable products on technical grounds and gives an unfair advantage to the vendor whose catalogue is used. Instead, the specifications should be generic and, preferably, performance-based; actual factors such as dimensions, weight, tensile strength, or color should be used whenever possible. If it is important that the vendor service the purchased item, the manager must provide sufficient information about this requirement for the purchasing staff to include servicing in the bid request (for example, how often the item needs servicing).

2. *How much is needed?*

The industry manager should anticipate future as well as immediate need for the item being ordered. To estimate this, the manager must keep track of the amount used over time.

Other questions to consider in determining how much to order include:

- How much money can safely be tied up in inventory of the particular item?

- How much storage space is available?

- How long will it take to get delivery? (If the product can be shipped quickly, it may not be important to maintain a stock on hand.)

- What quantity discounts are available?

3. When is it needed?

To the extent possible, efficient purchasing calls for anticipating needs. Inaccurate forecasting can lead to emergency purchasing. While most purchasing agencies can arrange emergency purchases, premium payments are often required. Emergency purchases also impose on the good will of the purchasing staff—a commodity which should be hoarded for real emergencies, not wasted on easily preventable mistakes.

The Inventory Management Process

Closely related to the purchasing function is the inventory management and stores control function. Good inventory management calls for setting minimum inventory levels on key items to trigger automatic ordering decisions when the amount on hand drops below a certain point. (Five sample inventory control forms are provided in Appendix 5-1.) Reorder points are generally based on the rate of consumption and the length of time necessary to receive an order. Purchasing staff must be notified far enough in advance to prepare the bid request.

There must be a plan for tracking the amount on hand of all items to know when an item is needed. One system for keeping track of the amount on hand is the use of bin tags on which all receipts and withdrawals of stock are recorded. Many prison industry managers use this system because it is a simple way to provide a running total of available stock. Finally, a physical inventory should be taken at least annually.

In most shops, a small number of items constitute the bulk of all inventory costs. Managing inventory to control costs should focus especially on these few items. However, it is still essential to keep close tabs on all stock since certain inexpensive items may be crucial to daily operations.

Business Planning[1]

Before a final decision is made to establish a jail industries program, the jail administrator should insist that the industries manager create a business plan. A primary purpose of a business plan in the private sector is to obtain financing—a banker or venture capitalist will almost always require a plan as a means of evaluating the likelihood of venture's success.

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[1] Much of the material in this section is based on *Business Plan for Small Manufacturers*, Management Aids Number 2.007, available from the U.S. Small Business Administration. The publication is an excellent guide for developing a business plan because it provides work sheets as well as text material.

Local government officials should use the same tool to evaluate a jail industry's potential for success before funds are committed to its operation.

Normally there are four major sections in a business plan: marketing, production, financing, and organization. Each section requires the jail industries manager to do some predicting. Predictions are obviously difficult to perform well because of the number of variables that could affect operations, but the jail industries manager must make a best guess based on the information available.

The business plan should include the following information:

I. Marketing

- product to be produced or service to be provided
- potential customers
- sources from which customers are now obtaining product or services
- comparison of main characteristics of product or service to be furnished with those now being supplied
- anticipated sales volume for next 3 to 5 years.

II. Production

- basic manufacturing operations
- raw materials and components, sources, and prices
- equipment, including cost of each piece
- labor skills of both inmate and civilian staff, and costs of each
- space, including office, restrooms, material storage, and other space requirements
- overhead or support services such as utilities, accounting, telephone, payroll, and management.

III. Finances

- expected sales and expense figures for 12 months
- cash flow figures for 12 months

- current balance sheet figures (if appropriate).

IV. Organization

- organization chart

- narrative discussion of relationships among staff.

The rigorous discipline of developing a detailed business plan is a valuable aid to the jail industries manager in preparing to open a shop. Moreover, the plan will provide the jail administrator and other key local government officials with a clear picture of the potential problems with the industry and of its chances of success. The decision to proceed can be approached more rationally when sound planning has been done. However, the business plan should not be filed away and forgotten once the decision is made to proceed. Instead, the jail industries manager should revise it periodically in accordance with changes in conditions so that it becomes a tool the manager and the jail administrator can use to monitor the progress of the jail industry.

An example of a complete business plan for a jail industry (auto renovation services) prepared by the Sonoma County (California) Jail Industries Commission may be found in Chapter 9. The plan suggests the level of detail and comprehensiveness that a business plan should provide if it is to serve its purposes as a planning and evaluation tool.

Financial Management and Pricing

A key factor in any jail industry manager's success is the ability to understand accounting reports and use them in decisionmaking. Unfortunately, too many managers view accounting reports as useless and confusing documents. Nothing could be further from the truth.

Financial Management

Accounting information can pose unusual problems for a jail industry manager. Because government accounting systems are designed to deal with appropriated funds, they do not provide the basis for cost analysis which is needed in organizations which sell goods or services to customers. As a result, the jail industry manager must create a separate cost accounting system for the jail industry similar to one that would be used in the private sector.

Record Keeping

The two basic accounting documents which must be maintained are a general ledger and a general journal. The *general ledger* is a daily listing of financial transactions in chronological order. The individual entries from the ledger are then recorded ("posted") monthly or quarterly in the *general journal*, grouped into separate accounts. Depending upon their volume, the entries to the general journal may be copied directly from the general ledger or they may be accumulated for each separate category before being posted in the ledger.

Each distinct account category is specified in another document called the *chart of accounts* (the listing of specific accounts to track) based on an analysis of the various categories of expenditures and revenues which must be tracked. Two types of accounts are listed. *Expenditure* accounts include utilities, inmate labor, supervisory salaries and benefits, freight, travel, raw materials, transportation, repairs and maintenance, depreciation, and miscellaneous supplies and expenses. *Revenue* accounts include sales and other income.

From these two basic documents the accountant who handles the records for jail industries can then develop a variety of financial statements, most importantly, the balance sheet and the profit and loss statement (sometimes called the income or operating statement). The *balance sheet* presents a snapshot of the business on the last day of the accounting period in the form of assets and liabilities. The *profit and loss statement* is a summary of business transactions during the accounting period, covering sales, costs, and profit or net income. Generally, these reports are produced quarterly. The manager should be able to compare the results reported in these documents to the annual budget to determine the actual status of the shop against anticipated status at the beginning of the fiscal year. Careful examination of cost, revenue, and profit data can also indicate potential problems in sufficient time to correct them before they become serious. A sample profit and loss statement and balance sheet from North Dakota are provided in Appendices 5-2 and 5-3 of this chapter.

The accountant is dependent on information provided by the shop for much of the content of these reports. Therefore, regardless of the accountant's abilities and the sophistication of the accounting system, the validity of the reports is no better than the accuracy of the information on which it is based. Shop personnel should therefore be told the importance of providing accurate information on such elements as volume of production,[1] cost of materials (including scrap loss—materials "left over" as a function of the production process), and inventory. By the same token, it is vital that the accountant visit the shop regularly to gain first-hand experience with shop operations. Close communication between shop personnel and the accounting staff contributes to the effectiveness of both.

Cash Flow

Having adequate cash on hand is an issue of continuing concern to the manager. Obviously, even before a shop begins production, funds must be expended for equipment, raw materials, and staff wages. However, even after production begins, balancing cash flow is a major managerial responsibility. While most overhead costs continue at the same level regardless of the volume of work, in an expanding business cash needs always exceed cash sources. In fact, the more sales increase, the more the supply of money may decline because new raw materials or supplies may have to be ordered before payment has been received from customers for those already used or in use. Any business (even one providing a service) needs cash on hand to meet the payroll, pay vendors, pay utility bills, and cover other expenses.

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[1] The discussion here focuses on the manufacturing process but applies equally to services, where generally the importance of wages increases and raw materials decreases.

Cash flow problems occur because of the time lag between the sale of the product or service and payment. The product or service is delivered, and the customer is billed. However, how quickly customers pay bills varies significantly. In government, there may even be a tendency to pay jail industry bills more slowly than bills from commercial vendors. It is important, therefore, that the manager minimize the time between sales and payment by following up each sale with a billing reminder, or requesting that customers who tend to be slow provide more prompt payment. It may also be necessary to alert management officials in the customer agency. In extreme cases, it may be necessary to talk with the city manager or county administrator responsible for the customer agency.

Projecting Future Revenues

Early in the life of the operation, the industry manager should estimate future expenses. Determining some of the cost elements may be difficult. The three components to consider are anticipated sales, manufacturing (or variable) costs, and overhead or fixed costs. Sales, of course, are estimated by the number of units to be sold in the following year multiplied by the selling price. Variable costs are expenditures which increase or decrease depending on the volume of goods or services produced. Examples are raw materials or supplies, and inmate wages. Overhead costs are relatively consistent regardless of the volume of output. Overhead costs include worker-inmate supervision, utilities, equipment depreciation, and building costs.

Figure 5-1 provides an example of a profit projection. An actual revenue projection developed by Sonoma County (California) may be found at the end of the Sonoma County Jail Industries Commission Program Business Plan in Chapter 9.

Figure 5-1

Hypothetical Profit Projection for a Jail Industry

Sales	$50,000	(5,000 units @ $10 each)
Variable costs	$25,000	(5,000 units @ $ 5 each)
Gross revenues	$25,000	
Overhead	$20,000	
Net revenues	$ 5,000	

How accurately the manager can predict sales and estimate costs will determine the accuracy of the revenue projection.

Break-even point

The manager should ascertain the break-even point for the shop. This analysis will show the amount of sales necessary if the shop is to cover all its production costs. The break-even point can be calculated by dividing the fixed costs by the difference between the sales price of the item and the manufacturing costs of the individual item or unit of shop output. For example, using the data in Figure 5-1, the break-even point for that shop would be 4,000 units. The difference between the cost of the item ($10) and the variable costs per item ($5) = $5. Overhead ($20,000) divided by $5 = 4,000.

Although pricing is not a direct element of the accounting system, it is heavily dependent upon cost data and is included here for that reason.

Pricing

Deciding what to charge for the jail industry product or service depends on a number of factors including:

- the price that others are charging for a similar product or service;
- the business policy of the jail (for example, whether the jail wants to create an image of providing a top-of-the-line product or service, or a bargain);
- business conditions (if business is poor, the jail may reduce prices to increase volume); and
- market strategy (whether the jail wishes to achieve modest revenues on large volume or significant revenues on small volume).

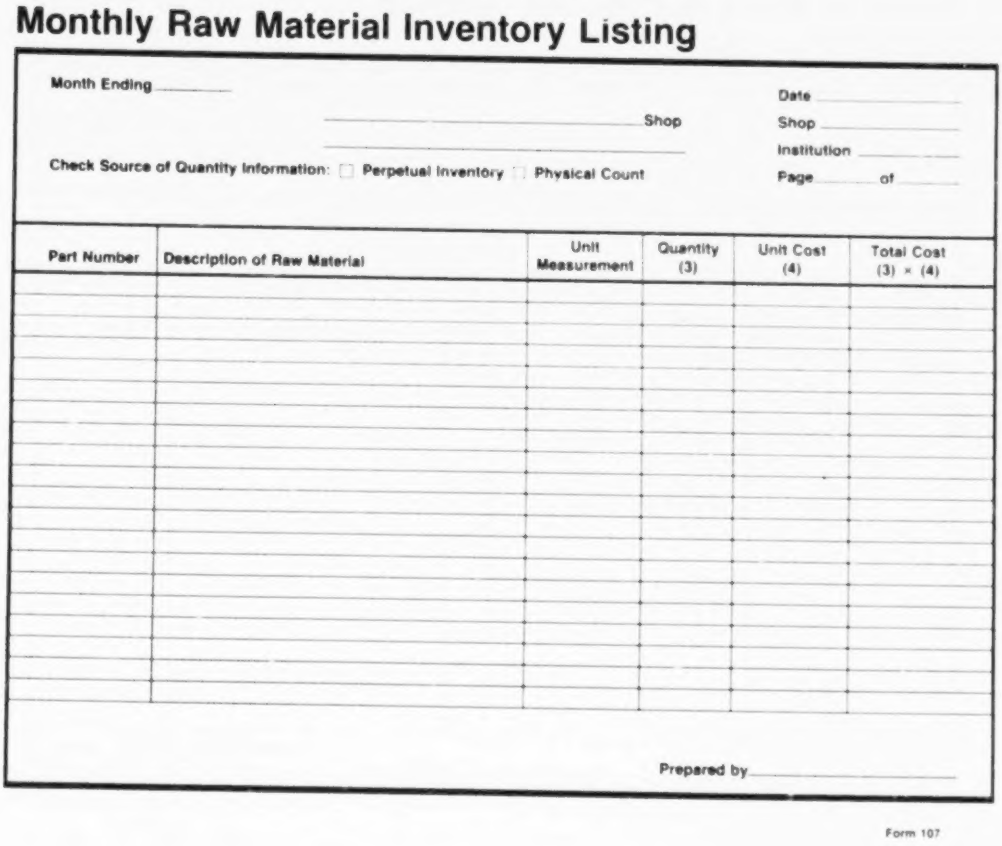
But whatever the effect of these other factors, every business must know what it costs to produce an item as a starting point in determining what price to charge. A jail industry may start out knowing how much to charge based on the price the customer has paid for the item or service in the past. However, this is just a beginning, because the jail's cost to produce the product or service may not be comparable to production costs in the private sector. The jail industries manager must therefore calculate the profit projection figures described above in order to establish a final price that will ensure breaking even in the enterprise—or decide that the product is not one the jail should produce.

Pricing in a service industry is especially difficult because some jobs take longer than others. The most common method of pricing in such circumstances is the use of a multiplier. Dividing total sales (actual or anticipated) by total labor cost provides the multiplier. For example, if total sales were $100,000 and labor costs $20,000, the multiplier would be 5. To price an individual job, the manager estimates the number of labor hours the work will take and multiplies that figure by the average hourly wage and then by the multiplier. For a job estimated to take two hours at an average wage of $4 per hour the equation would be 2 x $4 x 5 = $40. The price quoted would therefore be $40 plus the cost of whatever raw materials would be needed.

It is a mistake to determine the multiplier and then apply it to the cost of raw materials instead of to a time estimate. This usually results in prices which are too low to break even when the cost of materials is low and too high when expensive raw materials are used. However determined, pricing decisions are critical to the success of the business.

Appendix 5-1A

Monthly Raw Material Inventory Listing



Monthly Raw Material Inventory Listing

Month Ending ________

Date ________

________________ Shop

Shop ________

Institution ________

Check Source of Quantity Information: ☐ Perpetual Inventory ☐ Physical Count

Page ____ of ____

Part Number	Description of Raw Material	Unit Measurement	Quantity (3)	Unit Cost (4)	Total Cost (3) × (4)

Prepared by ____________

Form 107

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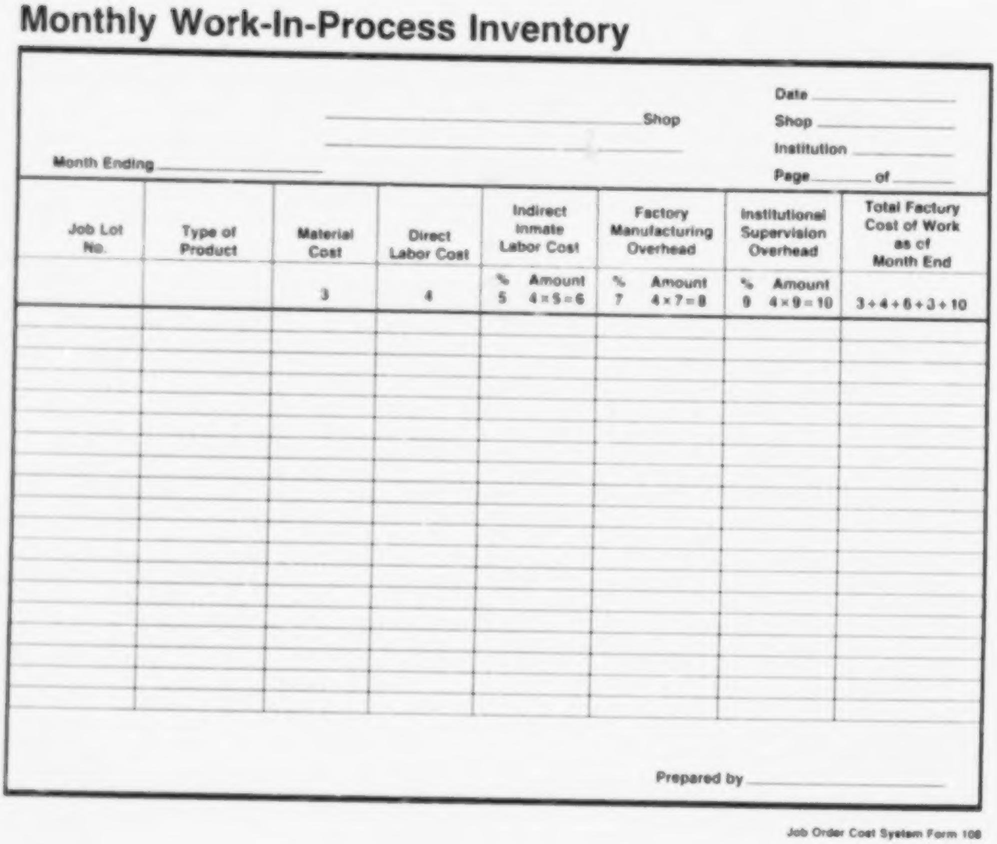
Appendix 5-1B

Monthly Work-In-Process Inventory



Monthly Work-In-Process Inventory

Date ____________
____________ Shop   Shop ____________
____________   Institution ____________
Month Ending ____________   Page ______ of ______

Job Lot No.	Type of Product	Material Cost	Direct Labor Cost	Indirect Inmate Labor Cost		Factory Manufacturing Overhead		Institutional Supervision Overhead		Total Factory Cost of Work as of Month End
		3	4	% 5	Amount 4 × 5 = 6	% 7	Amount 4 × 7 = 8	% 9	Amount 4 × 9 = 10	3 + 4 + 6 + 3 + 10

Prepared by ____________

Job Order Cost System Form 108

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Appendix 5-1C

Job Order Cost Form

Date ____________
____________________ Shop
Shop ____________
____
Institution ____________
Month Ending ____________
Page ______ of ______

Type of Product	Job/Lot No.	Customer # or Stock #	Material Cost (4)	Direct Labor Cost (5)	Indirect Inmate Labor Cost (6)	Factory Manufac-turing Overhead (7)	Institutional Supervision Overhead (8)	Total Factory Cost of Finished Goods as of Month End 9 = 4 + 5 + 6 + 7 + 8

Prepared by ____________

Job Order Cost System Form 109

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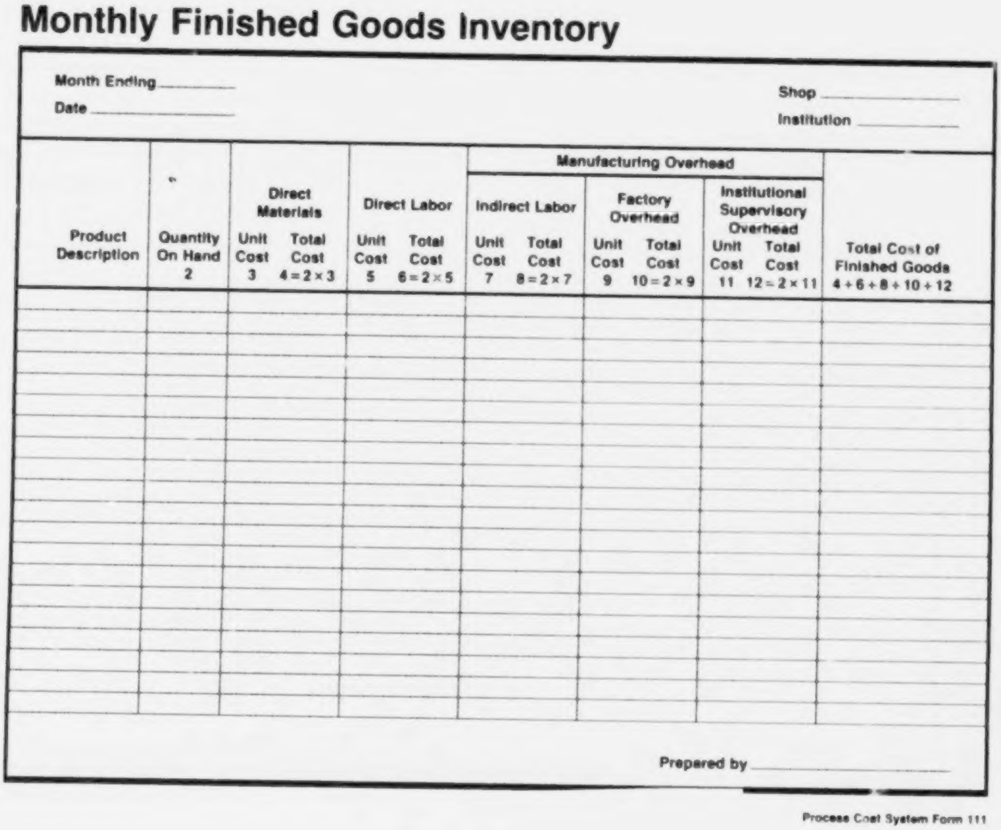
Appendix 5-1D

Monthly Finished Goods Inventory



Monthly Finished Goods Inventory

Month Ending ________

Date ________

Shop ________

Institution ________

						Manufacturing Overhead						
		Direct Materials		Direct Labor		Indirect Labor		Factory Overhead		Institutional Supervisory Overhead		
Product Description	Quantity On Hand 2	Unit Cost 3	Total Cost 4 = 2 × 3	Unit Cost 5	Total Cost 6 = 2 × 5	Unit Cost 7	Total Cost 8 = 2 × 7	Unit Cost 9	Total Cost 10 = 2 × 9	Unit Cost 11	Total Cost 12 = 2 × 11	Total Cost of Finished Goods 4 + 6 + 8 + 10 + 12

Prepared by ________

Process Cost System Form 111

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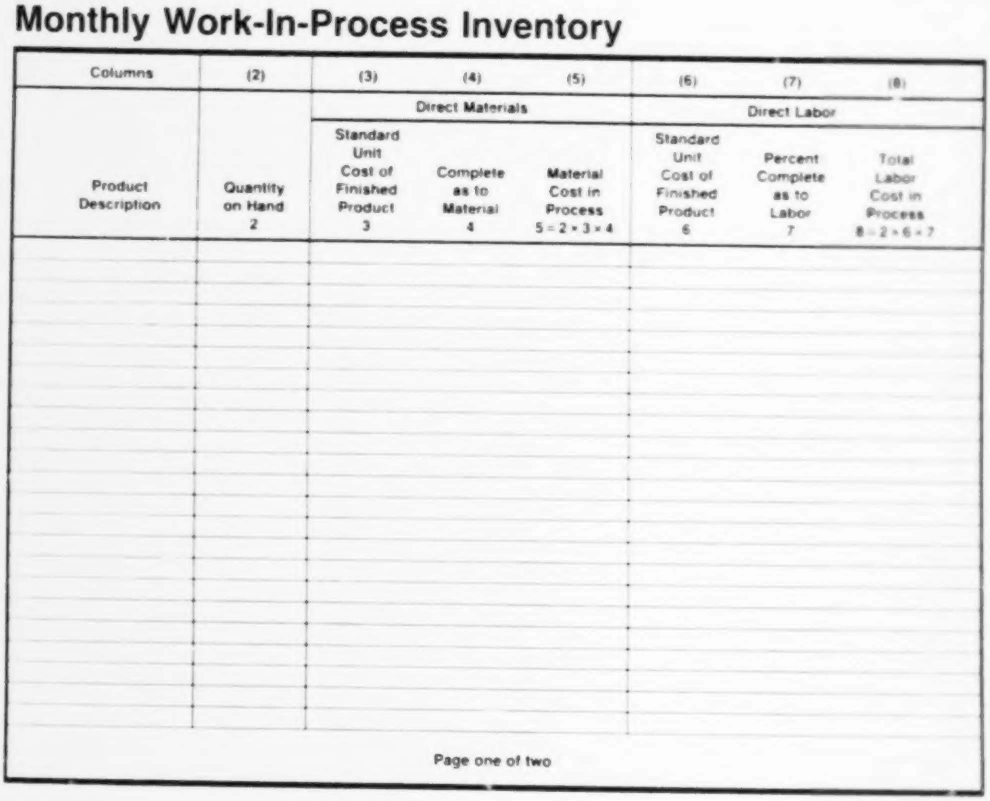
Appendix 5-1E

Monthly Work-In-Process Inventory



Monthly Work-In-Process Inventory

Columns	(2)	(3)	(4)	(5)	(6)	(7)	(8)
		Direct Materials			Direct Labor		
Product Description	Quantity on Hand 2	Standard Unit Cost of Finished Product 3	Complete as to Material 4	Material Cost in Process 5 = 2 × 3 × 4	Standard Unit Cost of Finished Product 6	Percent Complete as to Labor 7	Total Labor Cost in Process 8 = 2 × 6 × 7

Page one of two

Process Cost System Form 113

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Columns	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
	Indirect Labor		Factory Overhead		Institutional Supervisory Overhead			
	Indirect Labor Factor 9	Indirect Labor Cost in Process 10 = 8 × 9	Overhead Factor 11	Overhead in Process 12 = 8 × 11	Institutional Supervisory Overhead Factor 13	Institutional Overhead in Process 14 = 8 × 13	Total Manufacturing Overhead 15 = 10 × 12 × 14	Total cost of Work-in-Process 16 = 5 + 8 + 15

Page two of two Prepared by ____________________

Process Cost System Form 113

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Appendix 5-2

Rough Rider (North Dakota) Industries Balance Sheet

BALANCE SHEET
JUNE 30, 1988

ASSETS

Cash on Hand		$ 263,512
Accounts Receivable	$ 306,912	
Allowance for Doubtful Accounts	(9,319)	
Total Accounts Receivable		$ 297,593
Inventories		
Raw Materials	$ 353,574	
Work in Process	34,317	
Finished Goods	66,938	
Livestock	225,935	
Feed Supplies	50,630	
Total Inventories		$ 731,394
Total Current Assets		$1,292,499
Buildings	$3,207,923	
Accumulated Depreciation - Bldg.	(872,506)	
		$2,335,417
Equipment	$1,138,807	
Accumulated Depreciation - Equip.	(437,464)	
		$ 701,343
TOTAL ASSETS		$4,329,259

LIABILITIES AND EQUITY

Accounts Payable		$ 161,107
Accrued Salaries and Benefits		42,101
Accrued Other Expense		41,560
Notes Payable		200,635
Total Liabilities		$ 445,403
Contributed Capital		
Buildings Provided From ND General Funds	$3,794,430	
Prior Period Adjustments	(586,507)	
Accumulated Depreciation	(872,506)	
Total Contributed Capital		$2,335,417
Retained Earnings		
Balance as of 6/30/87	$1,124,447	
Prior Period Adjustments	(10,854)	
Adjusted Balance 6/30/88		$1,113,593
Current Period Retained Earnings		434,846
Total Equity		$3,883,856
TOTAL LIABILITIES AND EQUITY		$4,329,259

Appendix 5-3

Rough Rider (North Dakota) Industries Combined Income Statement

COMBINED INCOME STATEMENT
FISCAL YEAR ENDING JUNE 30, 1988

	MANPOWER LABOR SERVICE	MANUFACTURING	AGRICULTURE	AGENCY TOTAL
REVENUES				
Sales	$29,419	$3,219,270	$539,394	$3,788,083
Other Income	2,373	25,237	-0-	27,610
Total Revenues	$31,792	$3,244,507	$539,394	$3,815,693
COST OF SALES	$15,871	$2,323,908	$201,798	$2,541,577
GROSS PROFITS	$15,921	$ 920,599	$337,596	$1,274,116
OPERATING EXPENSES				
General Selling & Admin.	$ 4,639	$ 426,821	$ 32,476	$ 463,936
Agricultural Admin.	-0-	-0-	74,687	74,687
Total Operating Expense	$ 4,639	$ 426,821	$107,163	$ 538,623
OTHER (INCOME)/EXPENSE				
Change in Livestock Values	$ -0-	$ -0-	$300,591	$ 300,591
Unexpired Feed Crops	-0-	-0-	(50,630)	(50,630)
Hazardous Waste Removal	-0-	35,976	-0-	35,976
Interest Expense	-0-	14,710	-0-	14,710
Total Other Expense	$ -0-	$ 50,686	$249,961	$ 300,647
NET INCOME/(LOSS)	$11,282	$ 443,092	$(19,528)	$ 434,846

Chapter 6

Industrial Operations

Introduction

This chapter discusses how seven areas of industrial operations apply to the jail setting:

- Shipping and Receiving
- Materials Management
- Production and Production Scheduling
- Quality Control
- Transportation
- Operations Management (facilities and equipment)
- Health and Safety.

Shipping and Receiving

"Shipping and Receiving" is a system for keeping track of the materials and supplies that come into the work place and the products that leave. Keeping an accurate record of these items is essential to calculate the expenses, revenues, and production levels of the operation.

Typically, a shipping and receiving clerk performs this function. In a small business, the clerk may also manage any warehouse space that is required. However, the clerk does not make decisions about what is purchased or shipped—he or she only keeps a record of these items.

The shipping and receiving function is very similar to the job performed by the county warehouseman. He or she probably maintains an on-going inventory of everything coming into and leaving the warehouse. This person may be able to help develop shipping and receiving procedures for the jail industry.

A shipping and receiving operation should include at least the following practices:

1. *Completion of Receiving Reports.* Every item received from a vendor is acknowledged in writing and a copy of the acknowledgment forwarded to the accounts payable section of the jail industries accounting office. This report is the basis for payment. (See Appendix 6-1, Georgia Correctional Industries, Receiving Report.)

2. *Addition to Raw Materials and Supplies Inventories.* Every item received is added to the existing materials and/or supplies. Item inventory cards are maintained for this purpose. (See Appendix 6-2, Cement Bags, Item Inventory Card.)

3. *Deletion from Raw Materials Inventory.* Every item ordered by the shop and placed in production is deleted immediately from the existing inventory of raw materials. (See Appendix 6-3, Georgia Correctional Industries, Production Materials Order.)

4. *Receipt of Finished Goods.* Every product that is completed and placed temporarily in the warehouse pending shipment is added to a finished goods inventory.

5. *Deletion from Finished Goods Inventory.* Every product that is shipped to a customer by authority of a Shipping Order is deleted from the finished goods inventory. (See Appendix 6-4, Hennepin County [Minnesota], Shipping Order.)

6. *Inventory Reporting.* Every month all items in the warehouse or storage area are accounted for. This is accomplished by comparing the totals on the inventory cards with what is actually in storage. The results of this count are forwarded to the industry manager and accounting department.

These practices apply to both a service- and a product-oriented business. However, while the service industry would maintain a materials and supplies operation, it might not maintain a finished goods inventory.

Personal computer software is available to assist with inventory management. Two sources are Advanced Institutional Management Software, Inc. (AIMS) in Sacramento, California, and the American Production and Inventory Control Society in Falls Church, Virginia. However, a manual system may be sufficient for a small jail industry operation, especially if the day-to-day entries can be performed by an inmate employee.

Materials Management

Materials management is the monitoring of the availability of the materials needed to manufacture a product or provide a service. Whereas shipping and receiving involves keeping track of how many items have been received or delivered, and when they arrived or left, materials management is concerned with whether there are enough supplies to do the work. As noted in the preceding section, responsibility for materials management may lie with the shipping and receiving clerk for a small industry. In larger operations, a Materials

Manager or Inventory Manager performs this function. In a small jail, the jail industry manager may have to take on this responsibility.

There are four major principles of materials management.

1. Any industry must *have on hand the materials and supplies* required to complete a job. However, this does not mean the warehouse must be full of every conceivable part that may be needed. Rather, the existing stock of materials should be closely monitored with additional supplies ordered only as needed to meet anticipated demand.

Many materials management systems work on the Just-In-Time (JIT) principle. The JIT approach means that all materials are purchased and issued to the shop just in time to begin production. This keeps inventory levels low, which in turn keeps program funds in the bank earning interest until they are absolutely needed. The JIT approach also minimizes the need for storage space. The approach has the disadvantage of risking a production halt if for some reason materials that have been ordered close to when they are needed do not arrive on time, in the proper quantity, or with the proper specifications. The Just-in-Time approach allows little room for error in shipment. Reliable vendors are therefore important for JIT to work. In addition, the jail industry's clients can place only a limited number of unexpected rush orders when JIT is being followed.

2. *Inventory levels of all materials and finished goods must be known* at all times. As noted in the previous section, it is essential to keep an exact count of the items that have been ordered, when they are due, what is currently in stock, and what has been shipped to customers. The materials manager needs quick access to this information in order to decide what new orders for materials and supplies must be placed and when to place them. To make this decision, the materials manager also needs to know the anticipated *demand* for the industry's product or service from the sales manager or jail industry manager. (See Appendix 6-5 for a sample Materials Ordering Schedule.)

3. The materials manager needs to *identify the minimum and maximum number of each supply item* that should be kept on hand. Keeping too much stock on hand ties up cash and requires extra storage space; having too little stock risks running out. The minimum number is based on how long the supplier takes to resupply the industry. For example, if the materials manager knows that it regularly takes ten days to order a specific stock item from the time the order is placed, then a re-order point should be established no *later* than when there is only a ten-day supply remaining—plus one or two days to anticipate late orders.

The maximum level on-hand should at a minimum never exceed the storage space that will be available when the next shipment is received. When storage space is near capacity, future orders should be delayed. (See the discussion of purchasing in Chapter 5, pages 59-61.) Any time supplies exceed the maximum desired level, the materials manager needs to inform the purchasing department to delay any further orders.

4. *Materials acquisition time must be known* and considered in order to place orders in timely fashion. For example, a jail's acquisition time may be delayed by the county purchasing process. One jail industry reports purchasing delays of up to 90 days due to county purchasing procedures. Materials acquisition time must also be considered when scheduling production and estimating delivery dates.

Production and Production Scheduling

There are two basic types of jail industries: those that manufacture products, and those that provide services. Each type of industry requires somewhat different planning for how it will produce its product or deliver its service. As a result, production and production scheduling for each of these industries is treated separately below.

Manufacturing Industries

The manufacturing process consists of several sub-processes or tasks. In some cases, these tasks must be performed consecutively; in others they can be performed concurrently, thereby reducing production time. For example, a metal shelf is usually manufactured step-by-step in consecutively sequenced tasks such as cutting, bending, hole punching, paint preparation, and painting. These tasks can be performed concurrently with the manufacturing of the upright frame that will support the shelves. The process of manufacturing the frame may include cutting, punching, paint preparation, and painting. Once the shelves and the upright frame have been manufactured, they can be moved to an assembly area where the shelves and the frame may be assembled into a finished product or packed as component parts for later assembly by the customer.

Production planning. Whatever product or products have been chosen for the jail industry, the industry manager should try to select a manufacturing process that is as simple as possible. (See Chapter 5, pages 53-59, under Marketing, Sales, and Customer Relations, Step 2.) Tasks should be broken into sub-tasks that inmate workers can learn quickly, that require a minimum of skill to perform, and that involve the least investment in equipment and space consistent with producing a quality product. When necessary, tasks that would normally be performed by one individual can be subdivided into two or more sub-tasks. For example, two inmates can be assigned to a single cutting machine, one responsible for passing materials to the machine operator and the operator responsible for the actual cutting of the shelf.

Another way to simplify the manufacturing process is to purchase one or more already-finished components of the final product, rather than manufacture every component in the jail. For example, in the case of the steel shelving, the jail can purchase finished shelves and frames, and do only the painting, assembly, and packaging.

Few jails will have existing staff with the expertise to develop even a straightforward production plan. The jail industry manager can obtain the necessary information about production scheduling in one or more of the following ways:

1. *Hire a plant manager who has the experience in the technical aspects of manufacturing the product.* This person may exist within the corrections system or county government, or may need to be recruited from outside. For example, to run its industrial laundry operation the Los Angeles County Sheriff's Department hired a person with many years of experience in operating a commercial laundry for the military. Chapter 5 discusses the hiring process in detail on pages 52-53.

2. *Contract with an industrial engineering firm or an industrial operations consultant* to provide assistance with:

- product design
- selection of manufacturing methods
- equipment selection
- equipment tooling
- plant layout
- materials flow
- production planning
- production scheduling
- training.

For example, the city of Baltimore contracted with an industrial engineering firm which provided production layouts, determined equipment needs, established space and utility requirements, provided equipment installation, and offered training.

3. *Follow the examples of manufacturing operations applicable to a jail setting that can be found in sheltered workshops.* These industries manufacture products or furnish services employing physically and mentally handicapped persons who would be difficult to place in a normal work setting. Staff at Goodwill Industries, Industries for the Blind, and Disabled American Veterans Industries can be excellent resources. The Hampden County, Massachusetts, Jail Industry has received assembly sub-contracts from a local sheltered workshop to perform work that was beyond the workshop's production capacity.

4. *Study and read as much as possible about manufacturing operations.* This might include trips to other jail industries, talking with other jail industry managers, and reading business and manufacturing publications.

5. *Secure assistance from volunteers, the Small Business Administration, or Service Corps of Retired Executives (SCORE).*

Production scheduling. Production scheduling is the process of establishing the quantity of the product that will be manufactured every day, week, month, or quarter, and the levels of inventory (supplies) required to achieve that level of production. Estimating this figure involves consideration of:

(1) product demand

(2) capacity of the equipment

(3) available person hours

(4) availability of materials

(5) manufacturing process yield (see below), and

(6) warehouse space.

For example, if an industry needed to produce 1,000 shelving units per month to meet product demand, a schedule must be developed to produce enough shelving units to allow for losses due to quality control rejects and re-work, materials defects, equipment capacity, and the cumulative time it takes to manufacture each unit. The remaining number of shelving units is known as the manufacturing process yield, and is always less than 100 percent. If the manufacturing process yield for the shelving units is 75 percent, and the product demand is 1,000 units per month, then the production schedule must call for the manufacturing of 1,333 shelving units (manufacturing process yield equals product demand minus anticipated product loss).

A production schedule should be developed to achieve a number of goals:

1. To determine the quantity of product the industry is realistically capable of producing.

2. To ensure that production will meet product demand.

3. To keep production and inventory costs at a minimum.

4. To determine the maximum level of inventory that needs to be maintained.

5. To make sure overtime hours are kept within budget and the willingness of the inmates to work.

When scheduling production, potential bottlenecks must also be considered. A bottleneck in shelving manufacturing may be the drying time of the paint. A jail industry may be able to manufacture only half the shelving it has the worker capability to produce each day because production must be halted to allow time for the paint to dry. To achieve maximum production capacity, the industry may need to operate the paint line over two shifts and the remainder of the plant only one shift. A second approach would be to install a second paint line in order to halve the time it takes to complete the painting. A third alternative might be to increase the number of pieces in the drying process by installing a second drying line or extending the length of current line, thus providing sufficient output to meet product demand.

Of the numerous planning models which can be used to schedule production, the simplest for use in a jail industry is probably the Trial-and-Error Method. Rules of thumb for this approach include:

1. Identify potential bottlenecks in the production process and their capacity for slowing down the process.

2. Avoid excessive overtime; it usually produces diminishing results. For example, staff who work too much overtime may begin to call in sick; tired staff make more errors; and overuse of overtime can adversely affect worker morale.

3. Ensure workers practice their skills in order to maintain top proficiency. Reducing the number of workers assigned results in loss of skills and efficiency.

4. When workers are laid off for a period of time and then return to work, their performance level will be lower than it was the day they were laid off. It will take time for them to return to their previous level of performance.

5. Avoid frequent turnover in the work force, since this results in poor production performance and administrative problems for the jail.

Service Industries

Production and production scheduling for a service industry differ from that for a manufacturing industry in two important respects:

1. Production planning for manufacturing must address issues of product design, product components, and equipment needed to manufacture and assemble the product; service industries do not have to be concerned with these manufacturing decisions: the end product is usually pre-designed, whether it be a painted building, a clean office, a clean laundry, or a rebuilt engine. For example, in a furniture shop, decisions must be made as to which machines will be used and in what order to fabricate each component of the product. In a service industry—such as lawn maintenance—the primary decision is which lawn mower is best suited for the job. Decisions regarding the use of equipment are simplified because normally

the same types of equipment, materials, and supplies are used for each job. As a result, scheduling is simplified because only the time and resources it takes to do the particular job in question need to be scheduled.

2. Manufacturing requires both materials and labor; most service industries depend primarily on labor alone ("labor intensive"). If the cleanup job will take more than one supervisor and one inmate to complete within the customer's time constraints, additional inmates are simply assigned to the job. To be sure, service workers need equipment—such as gardening tools, paint brushes, or cleaning solution—but these supplies can generally be obtained on short notice when the current supply is used up or wears out. (However, equipment for some service industries is expensive and not easily replaced or repaired, such as commercial washing machines, printing presses, heavy motorized lawn maintenance equipment, and baking ovens.)

Because of these differences, it may be easier to set up a service industry than a manufacturing operation. In addition to fewer planning problems, there is a large market for many services among city and county agencies—every government organization needs to have its windows cleaned, walls painted, lawns mowed, trash disposed of, and laundry cleaned. (Of course, there are also products that every city and county agency needs, such as office furniture.)

There are two ways a service industry can be developed in the jail: (1) formalize an existing service that the institution already provides and (2) develop a new service from scratch.

Building on what the jail already does. Many jails already operate service industries but call them by a different name, such as "community service" or "work detail." Examples include janitorial services, painting, clean-up, renovation, construction, printing and reproduction, laundry, and baking. These services can be formalized to become an actual jail industry. This was the case in Dade County, Florida, where the jail initially maintained a painting shop. Jail staff were able to expand the operation into a revenue producing industry with relative ease. Appendix 6-6 is a technical assistance report that suggests how this transition from an existing jail service to a jail industry can be made.

One advantage of using an existing jail service as the basis for developing a jail industry is that the technical expertise required of the industry already exists. In addition, many of the planning decisions that must be made for a new industry have already been made.

The only decisions which remain to be made are those associated with marketing and business management, such as pricing, advertising, payroll, and accounting procedures.

Starting from scratch. The steps required for production planning and scheduling for a new service industry are essentially the same as those required of a manufacturing industry, as described above.

Regardless of whether a service industry represents the formalization of an existing service or is an entirely new operation, four production and production scheduling questions must be answered in order to schedule the delivery of services properly:

1. How long will it take to deliver the service in the quantity and quality ordered?
2. What are the capacities of the staff, inmates, and equipment involved in completing the order?
3. Are the materials and supplies available?
4. What is the priority of the order? What is the deadline, if any?

The key to any service industry is to be perfectly clear about what the customer wants done, when the customer wants it done, and exactly what the customer expects the job to look like when it is completed. This requires the jail industry manager to discuss and negotiate the project in detail with the customer before any commitments are made. The final order (contract), including all specifications and due dates, should be written down and signed by both parties. The resulting contract determines the final plan and schedule. One Dade County (Florida) Jail Industries Contract states that "The Corrections and Rehabilitation Department Jail Industries will provide the following services...." The contract then describes in detail exactly what services the customer will receive within the specified time frame. (See Appendix 6-7 for two complete contracts used by the jail injustry.)

Quality Control

Quality control consists of procedures designed to insure that customers are satisfied with the product or service they receive. A quality control system should address the following:

1. *Product or service design.* Any product or service must be designed with customer satisfaction in mind. Typical considerations for quality design are safety, durability, usefulness, and appearance. For example, if a jail were to produce an office chair, as does the Hampden County (Massachusetts) Jail Industry, the chair must be designed to appeal to the customer's sense of style and appearance, be expected to last a predetermined number of years, and be comfortable and safe to sit in.

2. *Acquisition of raw materials and other product components, or equipment needed to provide the service.* If a product or service is to satisfy the customer, the product or service must be produced or provided using materials and equipment that adequately meet the needs of the customer. For example, if a jail were providing painting services, as does the Dade County (Florida) Jail Industries, and a customer order specified that the paint job must last a minimum of five years, then the jail industry must purchase paint that can be expected to last at least this length of time.

3. *Materials inspection and testing.* Establishing purchasing standards and requiring competitive bidding does not in itself assure the jail industry will receive quality materials; only periodic inspection and testing of ordered supplies can ensure this. For example, if a jail were making garments, as does the Los Angeles Jail Industry, industry personnel or a contracted testing laboratory should periodically test the cloth they purchase to ensure that it meets the requirements specified in the original purchase order.

4. *In-process inspection of products or services.* Products and services need to be inspected at different stages of production or delivery. For example, if a jail industry were in the printing business, as is the Philadelphia Correctional Industry Center, the original production order, camera ready copy, plate, machine set-up, and first few impressions should all be inspected to ensure they meet specific standards or the specifications of the customer. In-process inspection can avoid costs associated with re-running an entire job due to an error made early in the production process.

5. *Inspection of finished goods or completed service.* This final quality check prior to the delivery of the product or service to the customer includes measuring the quality of the product or service against specific product or service standards developed to ensure customer satisfaction. For example, if a jail industry were in the janitorial services business, as is the Orleans Parish (Louisiana) Jail Complex, a supervisor or inmate worker should make a final inspection of the cleaned office to ensure it meets the contract specifications such as trash cans emptied. desk tops dusted, carpets vacuumed, and floors swept and mopped.

6. *Pre-shipping or packaging inspection.* Before delivery to the customer, product packaging should be checked to ensure it meets the customer needs and will protect the product during shipping. For example, staff at the Prince Georges County (Maryland) Jail Industry inspect the packaging and crating of their computer tables to make sure there is sufficient wrapping and cartoning to ensure that the product, if properly handled, will not be damaged during shipping.

7. *Customer complaint procedure.* The final quality inspection is made by the customer. Industries must be prepared to respond by telephone or in writing to any concerns raised by customers. Additionally, customer feedback should be encouraged and welcomed. For example, the St. Louis Department of Corrections and Youth Services, which washes city vehicles, encourages the person receiving the washed car to look over the vehicle to make sure he or she is satisfied with the job. Any dissatisfaction is corrected on-the-spot. One way to conduct such a check is for the inmate or supervisor to inspect the car and point out to the customer exactly what services were provided, such as carpets vacuumed, dashboard wiped, mats washed, tires washed, and windshield cleaned.

Although all of the above steps are critical to effective quality control, the most important is customer feedback. The ultimate test for any product or service is how it performs for the customer. Unsatisfied customers will not only drop the product or service but also speak poorly of the program to other potential customers. This is especially likely in a small jail industry, because many of the potential customers are likely to know each other as colleagues in city or county government.

Jail industry personnel should actively solicit feedback regarding their product and services. The jail industry manager can:

1. provide a self-addressed response card with the delivery of the product of service;
2. make follow-up telephone calls to customers who have recently received products or services to inquire regarding how they feel about the product or service they received;
3. visit customers at their work site to inquire about the performance of the product or service they received; and,
4. provide product or service guarantees and warranties that encourage customers to contact the industry if the product does not perform as expected.

Another crucial aspect of quality control is management support. When inferior products or services are identified, the problem must be analyzed and corrective action taken. While this may entail only minor changes, the solution may require that work be halted. In these cases, the jail industry manager must have a strong commitment to quality in order to resist the temptation or pressure to ignore production deficiencies and maintain existing production or service delivery levels at all costs.

Because front line workers and their immediate supervisors may be reluctant to report problems with products or service quality, many companies vest responsibility for quality control in a division outside the production department. This outside division is also given authority to stop production to ensure quality. This dual structure is difficult to replicate in a small business setting. Usually the persons responsible for producing the product or providing the service are also responsible for ensuring its quality. In this case, the jail industry manager must instill a sense of personal pride of workmanship and customer satisfaction among inmate workers. Industry managers do this by setting quality standards, training inmates in how to meet standards, and by personally demonstrating pride in workmanship by not allowing defective products or substandard services to leave the shop. It is also possible to assign an inmate worker as a quality inspector on a part-time basis. Care must be taken not to put this inmate in a position where he or she is directly correcting other inmates but rather simply spotting and reporting defects. Finally, managers can provide special incentives for doing quality work. (See Chapter 4, pages 45-48, on Work Force Compensation and Motivation).

Inmates or staff who cannot develop the proper attitude toward quality should be dismissed.

Transportation

Transportation refers to the movement of workers, supplies, materials, and finished goods to and from the industry site. Transportation arrangements are extremely important in a jail industry. On the one hand, if vehicles are not assigned directly to the jail industry, scheduling conflicts, emergency material needs, and rush orders can create serious scheduling problems. On the other hand, maintaining infrequently-used vehicles can be very costly.

Deciding on the most cost-effective means of transportation depends on the product or service delivered. For example, a jail industry that provides landscaping services will require a system for transporting workers, materials, and equipment to a work site outside the jail. By contrast, a furniture business may not have to transport any workers but may require a system to pick up materials from suppliers and deliver finished products to customers. A jail laundry may need to pick up the soiled linen from customers as well as return clean linen back to them.

There are six ways to provide transportation:

(1) use existing vehicles assigned to the jail;

(2) purchase, lease, or rent additional vehicles from private sources;

(3) lease, rent, or assign additional vehicles from the county motor pool;

(4) require customers to pick up their purchases themselves at the jail industry;

(5) contract with a local trucking firm to do the transporting;

(6) use postal services, such as United Parcel Service (UPS), Federal Express, Greyhound Bus Line, and the U.S. Post Office.

The following expenses needed to be considered in determining the total cost of different options for providing transportation:

- vehicle lease, purchase, or rental fees
- maintenance
- fuel
- operators' wages and per diem expenses
- insurance

- license plates
- tolls, parking, and other miscellaneous expenses.

Each jail industry must examine its individual transportation needs and develop a system based not only on costs but also the nature of the industry, the county's resources, and the needs and preferences of customers. For example, the furniture repair and manufacturing shop in Prince Georges County, Maryland, uses a combination of transportation methods. The support services section of the jail picks up and delivers materials to the industry site only when local vendors will not ship them. However, the county agencies that are the industry's customers are responsible for delivering and picking up their own furniture. County agencies can check out vehicles from the central motor pool for this purpose.

In Milwaukee County, Wisconsin, the laundry and surplus property shop uses a 20-foot van assigned from the county motor pool to pick up and deliver supplies, materials, and finished goods. The costs of operating the van are charged back to the jail through routine county accounting procedures. However, the industry itself employs the full-time driver.

Layout of the Workplace

Any work program requires space. The questions which become immediate concerns for the jail administrator who is considering developing or expanding an industry program are: (1) How much space will be required by the industry program under consideration? and (2) Can existing space be adapted or renovated for industrial use or must additional new space be constructed?

Identifying Plant Layout Requirements

The amount of space required for any work program and the way in which that space is designed will be affected by such factors as:

- the type of product or service involved,
- the required rate of production,
- the number of pieces and capacity of equipment needed, and
- the number of personnel necessary to operate the industry at one time.

Once these factors have been addressed, the way in which the industrial space is to be laid out can be considered.[1]

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[1] A detailed process for identifying plant layout requirements developed by Criminal Justice Associates is provided in Appendix 6-8. Appendices 6-9A and 6-9B present two sample factory layouts.

Types of Plant Layout

There are three basic types of industrial layout:

Fixed Position Layout. Usually associated with basic job-lot production or bench assembly systems in which the product or part being worked on moves very little if at all (as is the case in the job shop in Hennepin County, which assembles or packages various components for private industry).

Process Layout. Usually associated with advanced job-lot production systems in which all operations of a similar nature and requiring the same equipment (such as the application of finishes to wood) are grouped together (as is the case in the furniture plants operated by Prince Georges and Philadelphia Counties).

Product Layout. Usually associated with mass production industries in which the worker, and the equipment used, remain stationary, and the parts to be manufactured, assembled, or processed are brought to the worker by a conveyor line. The best example of this type of large scale operation in a jail may be the laundry processing plant at the Los Angeles County Jail.

The primary objectives of plant design are the same for each of the three basic types of plant layout described above:

- achieve the most *efficient* layout,
- minimize materials handling *time*,
- maximize *flexibility* for the future,
- control the *cost* of equipment,
- allow for efficient use of *workers*, and
- promote a totally *safe* working environment.

Creative Solutions to Space Limitations

Space is usually a scarce commodity in any correctional facility. Nonetheless, a number of jail administrators have created solutions to seemingly insurmountable space limitations which have enabled their institutions to develop industrial plant layouts which meet the objectives identified above without incurring significant renovation or construction costs. Strafford County's job shop began operations with four inmate-workers in a utility closet and adjacent dayroom. As production demands increased, the institution's gymnasium was adapted for industrial use. Eventually, about 5,000 square feet of space adjacent to the institution's perimeter fence was renovated for the industrial program, and the perimeter was extended.

Hennepin, Philadelphia, and Prince Georges counties each adapted space which had originally been designed to service automobiles for their industrial programs. Hampden County leases privately owned space in the community for its industrial program.

Other counties have been able to operate industries in spaces that are used for other purposes. Strafford County uses dayrooms for special projects (such as equipment and facilities). However, in a small jail industry it is not practical to create a plant engineering department or even assign a full-time staff member to this task because there is not enough work for a full-time person. However, maintenance remains critical for meeting production and service delivery schedules:

(1) A high percentage of the employees in jail industries may not have the skills or training to operate the equipment properly, leading to frequent breakdowns or prematurely worn out parts.

(2) Jail industries usually depend on only a few pieces of key equipment which, because they experience extremely heavy use, may wear out relatively quickly.

(3) Much of the equipment in many jail industries was purchased years ago, used for facility support, and then transferred to the industries shop. This equipment is old and worn out.

(4) Many jail industry facilities were not specifically designed for a jail industry operation. This may necessitate frequent retro-fitting of the space to meet the needs of the jail industry.

For these reasons, the jail industry manager needs to develop a workable system of facility and equipment maintenance and repair. All too often, an industry will respond effectively to its repair needs but fail to foresee and plan for preventive maintenance needs (lubrication, belt replacement, heating system filter changes, etc.) which reduce the frequency of equipment breakdown and thereby prevent loss of production time. Equipment and facility maintenance should therefore be scheduled in advance according to the manufacturer's recommendations. Each piece of equipment needs to have its own written maintenance schedule chart that indicates each maintenance activity, the date (day, month, and even time of day) it should be performed, whether the activity was performed, the initials of the person doing the maintenance, and a summary of any problems found.

It is the jail industry manager's responsibility to oversee maintenance of facilities and equipment. When the industry space is part of the main jail, as in Strafford County, New Hampshire, the industry manager may be able to arrange for the regular jail maintenance department to perform facility repair and maintenance activities. If not, these activities must be assigned to a member of the jail industry staff. Regardless of who performs the maintenance and repairs, responsibility for these tasks remains with the jail industry manager and, more specifically, with the equipment operators. Jail industry managers need to train each operator to perform the routine maintenance functions required of his or her equipment and monitor the results carefully.

Health and Safety

With the formation of the Occupational Safety and Health Administration (OSHA) and the Commission for Accreditation in Corrections, health and safety have assumed increased importance in the operation of a jail industry. The lack of work experience and sophistication on the part of many inmate workers also requires that the jail industry manager devote special attention to health and safety issues.

There are four components to any successful jail industry health and safety program.

1. *Policy development and management support*. The jail industry manager and the jail administrator must make it clear that they expect a safe working environment and that production requirements must not override safety considerations. This attitude must be reflected in the jail industry's written policies and procedures. (See Chapter 3, pages 35-39.) Additionally, all safety and health rules and regulations should be in writing and be consistent with these policies and procedures.

2. *Regular inspections*. Regularly scheduled safety and sanitation inspections should be conducted, the results documented, and corrective action taken and reported to the jail administrator. In some cases, these in-house inspections should be supplemented with inspections from outside agencies specializing in industrial health and safety, such as municipal, county, or state public health departments, and contracts with private industrial hygienists. These sources can provide not only objective third-party expertise but also technical assistance in solving any problems that arise.

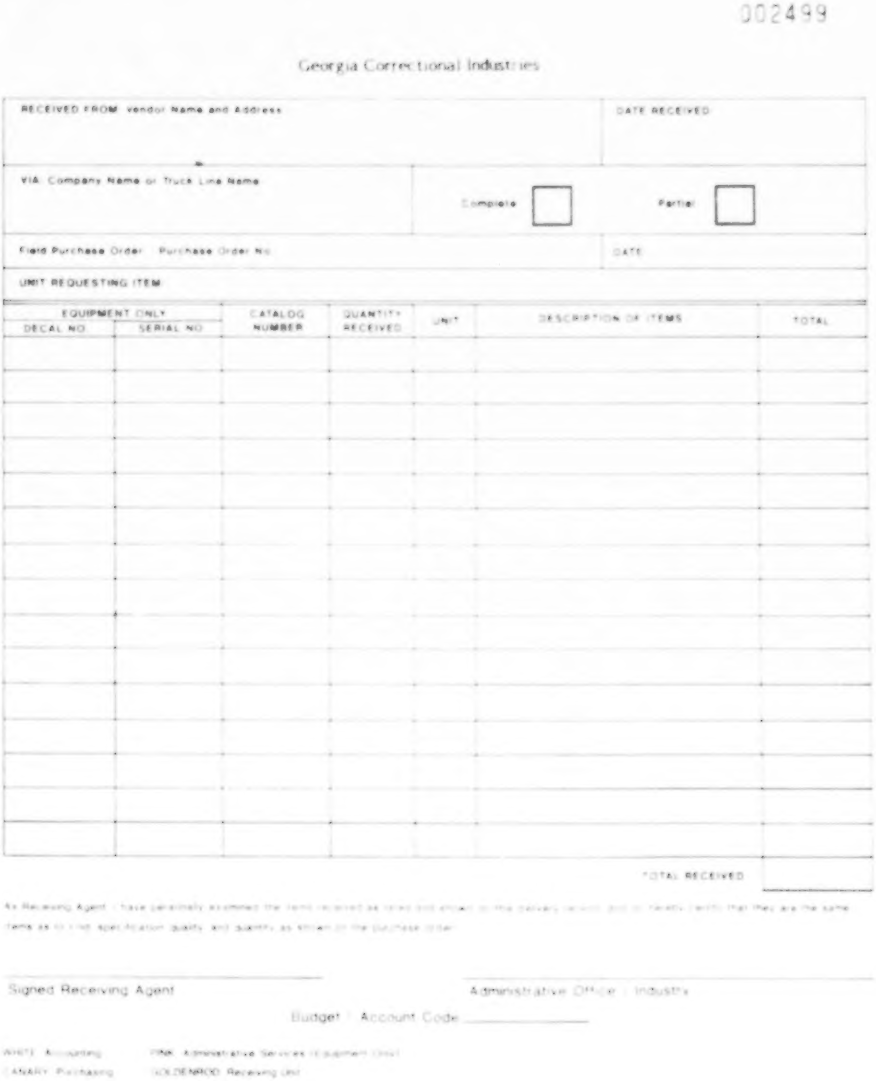
3. *Training*. A jail industry health and safety program needs to include training for inmate workers and staff. Training should include not only general health and safety information but also specific training on each piece of equipment each inmate will operate.

4. *Supervision*. Every jail industry manager and supervisor should be constantly attentive to safety issues and reinforce this concern with repeated safety reminders to inmates. While on-the-spot corrections should be made as often as necessary, repeated safety violations by inmates should lead to dismissal.

A complete set of recommended safety standards for manufacturing and service industries may be found in Appendix 6-10.

Appendix 6-1

Shipping and Receiving Forms



002499

Georgia Correctional Industries

RECEIVED FROM: Vendor Name and Address

DATE RECEIVED

VIA: Company Name or Truck Line Name

Complete ☐ Partial ☐

Field Purchase Order / Purchase Order No.

DATE

UNIT REQUESTING ITEM

EQUIPMENT ONLY		CATALOG NUMBER	QUANTITY RECEIVED	UNIT	DESCRIPTION OF ITEMS	TOTAL
DECAL NO.	SERIAL NO.					

TOTAL RECEIVED

As Receiving Agent I have personally examined the items received as listed and shown on the delivery receipt and do hereby certify that they are the same items as to kind, specification, quality, and quantity as shown on the purchase order.

Signed Receiving Agent

Administrative Office / Industry

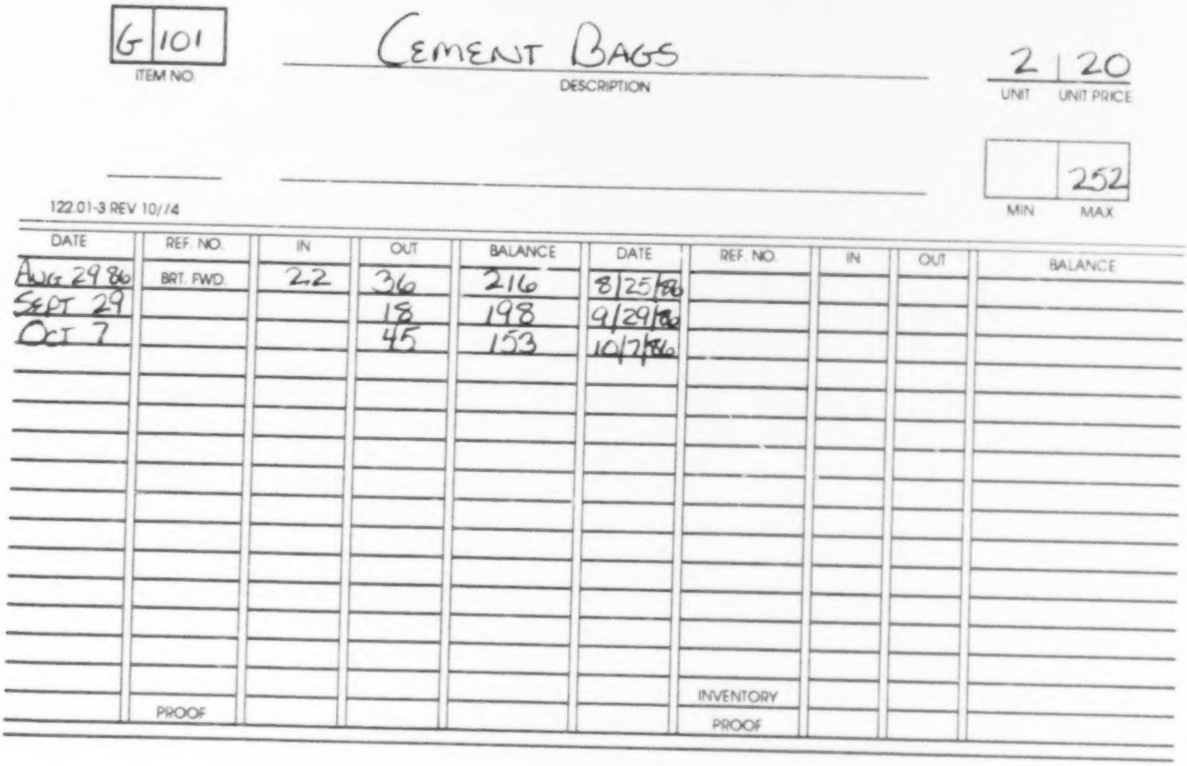
Budget / Account Code ______________

WHITE: Accounting
CANARY: Purchasing

PINK: Administrative Services (Equipment Unit)
GOLDENROD: Receiving Unit

Appendix 6-2

Item Inventory Card (Georgia)



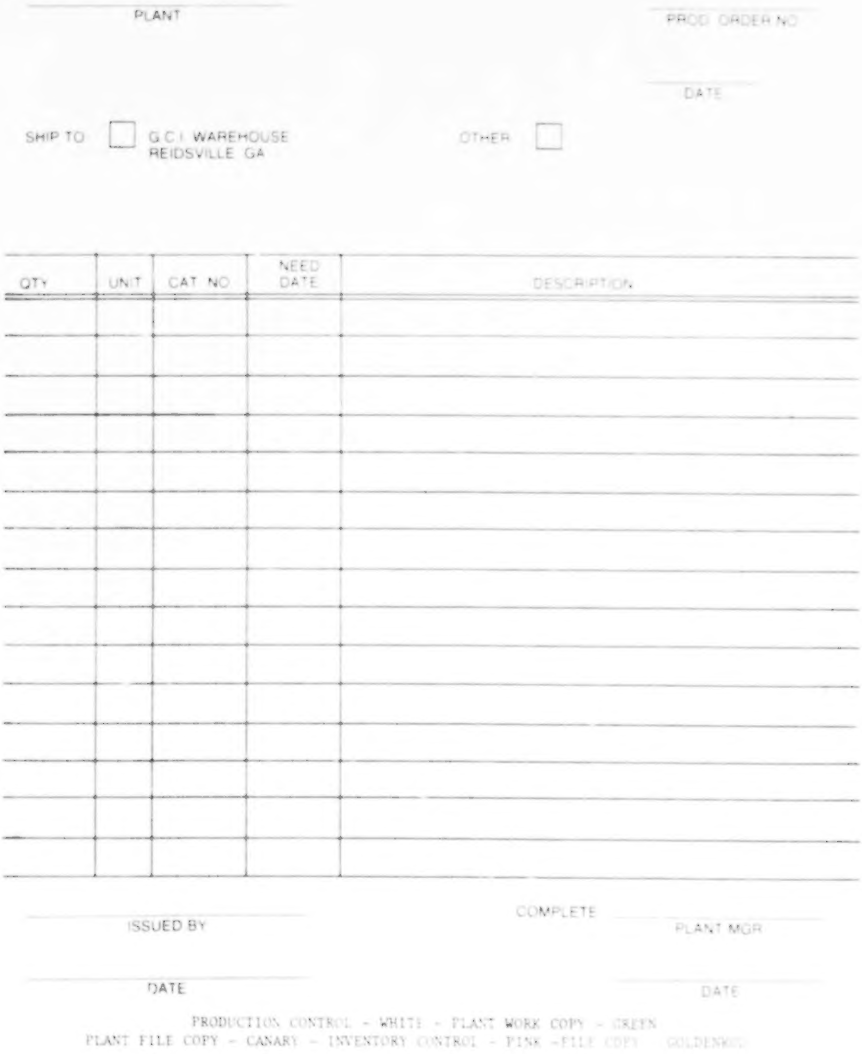
ITEM NO.	G	101
DESCRIPTION	CEMENT BAGS	
UNIT	2	
UNIT PRICE	20	
MIN		
MAX	252	

122.01-3 REV 10//4

DATE	REF. NO.	IN	OUT	BALANCE	DATE	REF. NO.	IN	OUT	BALANCE
AUG 29 86	BRT. FWD.	22	36	216	8/25/86				
SEPT 29			18	198	9/29/86				
OCT 7			45	153	10/7/86				
	PROOF					INVENTORY PROOF			

Appendix 6-3

Production Order (Georgia)



PLANT

PROD. ORDER NO.

DATE

SHIP TO ☐ G.C.I. WAREHOUSE
REIDSVILLE, GA

OTHER ☐

QTY	UNIT	CAT. NO.	NEED DATE	DESCRIPTION

ISSUED BY

COMPLETE

PLANT MGR

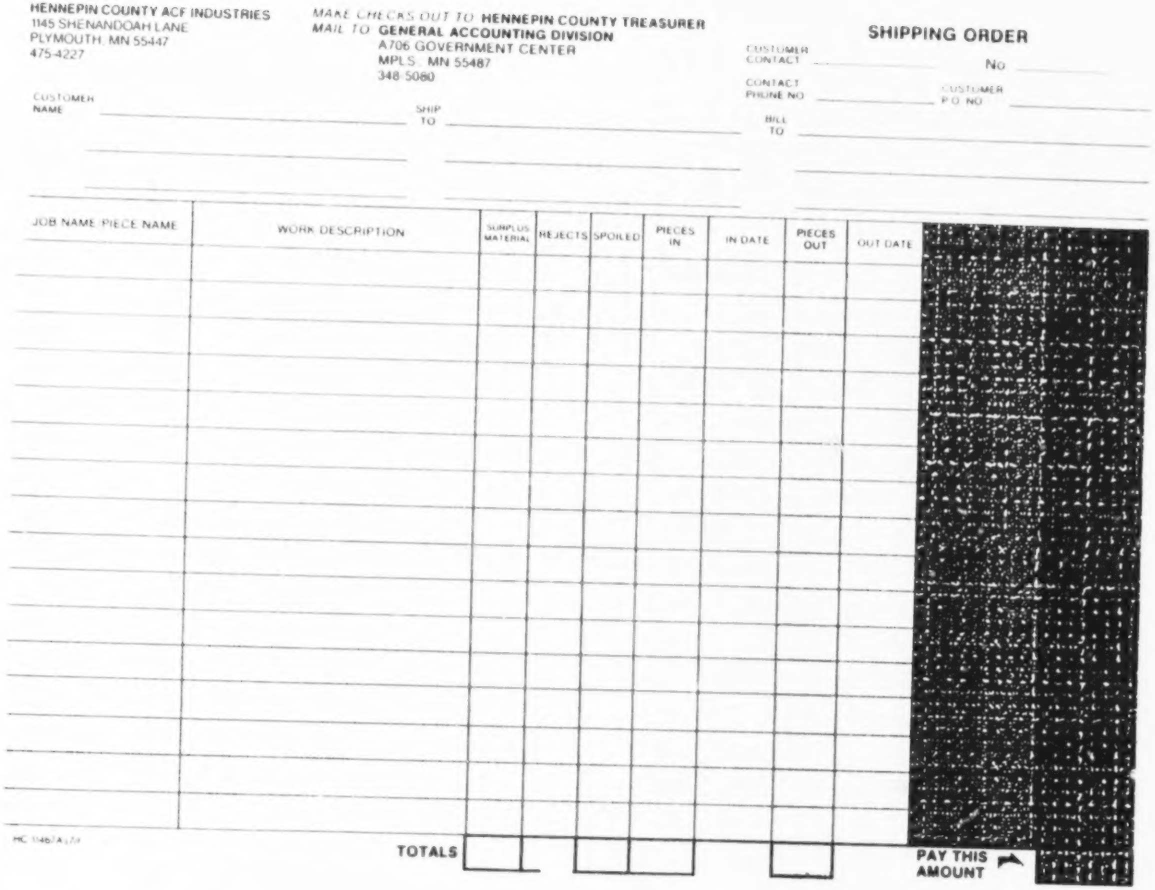
DATE

DATE

PRODUCTION CONTROL - WHITE - PLANT WORK COPY - GREEN
PLANT FILE COPY - CANARY - INVENTORY CONTROL - PINK - FILE COPY - GOLDENROD

Appendix 6-4

Shipping Order (Hennepin County)



HENNEPIN COUNTY ACF INDUSTRIES
1145 SHENANDOAH LANE
PLYMOUTH, MN 55447
475-4227

MAKE CHECKS OUT TO **HENNEPIN COUNTY TREASURER**
MAIL TO **GENERAL ACCOUNTING DIVISION**
A706 GOVERNMENT CENTER
MPLS., MN 55487
348-5080

SHIPPING ORDER

CUSTOMER CONTACT ______
No ______
CONTACT PHONE NO ______
CUSTOMER P.O. NO ______

CUSTOMER NAME ______
SHIP TO ______
BILL TO ______

JOB NAME/PIECE NAME	WORK DESCRIPTION	SURPLUS MATERIAL	REJECTS	SPOILED	PIECES IN	IN DATE	PIECES OUT	OUT DATE		
	TOTALS								**PAY THIS AMOUNT**	

HC 11467A [illegible]

Appendix 6-5

Materials Ordering Schedule (Georgia)

INVITATION TO BID

BID No.: 2390	OPENING DATE: 5-06-88
TIME: 2:00 P.M.	TYPE BID: Sealed

PURCHASING AGENT: Roy L. Parrish
PHONE No.: (404)938-0611 **FAX No. 1-404-934-3163**

Bids will be received by GEORGIA CORRECTIONAL INDUSTRIES until the date and time shown.

Entire bid package is to be addressed and returned to:

GEORGIA CORRECTIONAL INDUSTRIES
2171 TUCKER INDUSTRIAL ROAD
TUCKER, GEORGIA 30084

Bid No.: 2390
Opening Date: 5-06-88
Time: 2:00 P.M.

1. AGREEMENT
The bidder agrees to furnish and deliver the goods and/or services at the prices indicated. The bidder further agrees to be bound by all the terms published in the State of Georgia Vendor Manual, which are made a part hereto, as modified by any attached special terms, conditions and specifications. It is agreed that this bid shall constitute an offer, when accepted in writing by Georgia Correctional Industries and subject to the terms and conditions of such acceptance, shall constitute a binding contract between the undersigned and Georgia Correctional Industries. Bid must be typewritten or in ink. This bid is effective for thirty days.

2. BID AWARD
In awarding the bid, GEORGIA CORRECTIONAL INDUSTRIES RESERVES THE RIGHT TO:
    2.1 Award bids received, on the basis of individual items or group of items, or on the entire list of items.
    2.2 Reject any or all bids or any part thereof.
    2.3 Evaluate delivery time offered as a factor in awarding bid.

3. **BID TABULATIONS**
To obtain bid results, send self-addressed, stamped envelope with bid. No tabulations will be given by phone.

4. **FREIGHT**
All items are to be quoted F.O.B. Destination and/or Vendor's Dock.

5. **VARIANCE**
A quantity shipped variance of +/- 5% shall be allowed on each order.

6. **DELIVERY HOURS:**
Monday thru Thursday - 8:00 a.m. to 2:00 p.m.
Friday - 8:00 a.m. to 12:00 Noon
No Deliveries On Weekends or State of Georgia Holidays

7. **VENDOR PERFORMANCE STANDARDS**

7.1 Delivery Time
Invitations to Bid contain specific delivery time requirements. As well as being part of the bid evaluation, penalties for noncompliance with delivery requirements are a part of the contract. Should a vendor not be able to offer delivery as required, the vendor should indicate an exception to the requirement and indicate the delivery time that he offers. Time is of the essence and failure to make timely delivery shall be a material breach of Vendor's contract.

7.2 Identification
The applicable Purchase Order number must be indicated on all invoices, packing lists, packages, shipping notices, instruction manuals, and other written documents affecting any Georgia Correctional Industries order. A packing list, indicating the content therein, shall be enclosed in each and every box or package shipped.

7.3 Inspection
Delivery does not constitute acceptance. All supplies, materials, and equipment delivered to Georgia Correctional Industries shall be subject to inspection and testing. Georgia Correctional Industries shall have such reasonable time after delivery to make such inspection or test as is deemed necessary or advisable by it. Items that do not meet specifications will be rejected. Failure to reject upon receipt, however, does not relieve the Vendor of his liability. If tests, subsequent to delivery, reveal a failure to meet specifications, the Vendor shall be deemed to have breached his contract. Georgia Correctional Industries may reject items that are damaged or do not meet specifications. Such inspection and/or test by Georgia Correctional Industries shall not relieve Vendor from any responsibility regarding defects or other failure to meet contract requirements which may be subsequently discovered.

7.4 Default

In the event of a default by the vendor for failure to deliver, failure to meet specifications, or for any other reason, Georgia Correctional Industries may, by written notice of default to the Vendor, terminate, at its option, the whole of Vendor's contract or any one or more single orders placed thereunder in any one of the following circumstances:

7.4.1 If the Vendor fails to make delivery on any order, or perform any required services within the time specified in its contract or any written extensions thereof; or

7.4.2 If the Vendor fails to perform any of the above provisions of its contract and does not rectify such failure within a period of ten (10) days after receipt of notice specifying such failure.

In the event Georgia Correctional Industries terminates a Vendor's contract, or terminates any individual order or orders made thereunder, as stated above, Georgia Correctional Industries may procure, upon such terms and in such manner as may be deemed appropriate by Georgia Correctional Industries, goods or services similar to those terminated; and the Vendor shall be liable to Georgia Correctional Industries for any excess in the cost incurred in procuring such similar goods or services over the contract prices.

Provided, that in the event Georgia Correctional Industries elects not to terminate the contract in its entirety, the Vendor shall continue the performance of his contracts as to all other orders, past and future. Cancellation of an order or orders by Georgia Correctional Industries Administration made subsequent to Vendor's default by failure to make timely delivery shall not act to relieve Vendor of the liability of excess cost imposed by this paragraph.

BID NO. 2390
OPENING DATE: 5-06-88

NO BIDS WILL BE CONSIDERED UNLESS THE BELOW INFORMATION IS COMPLETED:

BIDDER'S COMPANY NAME: ______________________________

BIDDER'S MAILING ADDRESS: ______________________________

CITY: ______________ STATE: ______________

ZIP: ______________

PHONE: ( ) ______________ FAX No. ______________

FOR DELIVERY IN ________ DAYS

CASH DISCOUNT ________ % ________ DAYS

"I certify that this bid is made without prior understanding, agreement, or connection with any corporation, firm, or person submitting a bid for the same materials, supplies, or equipment, and is in all respects fair and without collusion of fraud. I understand collusive bidding is a violation of State and Federal law and can result in fines, prison sentences, and civil damage awards. I agree to abide by all conditions of this bid and certify that I am authorized to sign this bid for the bidder." I certify that Ga. laws 1956, p. 60, as amended, (Ga. Code Ann. Sections 89-913 et seq.) have not and will not be violated in any respect.

______________________________ ______________
Authorized Signature Date

____
Person's Name (Please Type)

BID NO. 2390
OPENING DATE: 5-06-88

SHIP TO: Georgia Correctional Industries
Garment Plant
Colony Farm Industrial Complex
136 State Farm Road, S. W.
Milledgeville, GA 31061

DATE: ____________________

REQUESTED DELIVERY DATE:
SEE ATTACHED DELIVERY SCHEDULE

Line Item	Item Description	Quantity & Unit	BIDDER'S RESPONSE AREA			
			Brand/ Model	Unit Price F.O.B. Vendor's Dock	Unit Price F.O.B. Destination	Extension
1.	White Twill, 65% Polyester, 35% Cotton, 60" Width. Color White, Minimum Weight 7.25 oz. per Square Yard. Shrinkage 1%. Thread Count Warp & Fill Combined total 148. Full Bolts. Quality Must Meet Acceptable Quality Level as Prescribed by Military Spec. MIL-C4379A. With a Maximum of 40 Points per Square Yard. (17-1010) NOTE: 1. ALL MATERIAL TO BE FROM ONE DYE LOT. 2. A 1/2 YARD SAMPLE WITH ABOVE BID NUMBER ATTACHED MUST BE RECEIVED PRIOR TO BID OPENING DATE BY: JACK GRIFFIN GEORGIA CORRECTIONAL INDUSTRIES COLONY FARM INDUSTRIAL COMPLEX 136 STATE FARM ROAD, S. W. MILLEDGEVILLE, GA 31061	300,000 Yards				
WHEN QUOTING F.O.B. VENDOR'S DOCK, EXACT FREIGHT CHARGES MUST BE STATED IN ORDER TO RECEIVE CONSIDERATION FOR AWARD.						
			TOTALS			

ITB

BID NO. 2390
OPENING DATE: 5-06-88

DELIVERY SCHEDULE

JULY 1, 1988 -	-	70,000 YARDS
SEPTEMBER 1, 1988	-	70,000 YARDS
NOVEMBER 1, 1988	-	50,000 YARDS
JANUARY 1, 1989 -	-	50,000 YARDS
MARCH 1, 1989 -	-	60,000 YARDS

Appendix 6-6

Technical Assistance Report (Dade County, Florida)

[This report suggests how an existing jail service can be developed into a full-fledged jail industry. The report discusses the transition from an existing paint shop in the Dade County jail to a revenue producing industry.]

Program Overview

Dade County serves over 3,000 inmates in five facilities, about 20 percent of whom are sentenced. In addition, a new 1,000-bed facility is scheduled for completion in the spring of 1988. Their vocational programs include a cabinet shop, autobody, small engine repair, laundry, and refrigeration and air conditioning. Each of these programs is being considered as a potential industry. Their nursery and landscaping services is already a proprietary operation, selling plants and providing lawn maintenance under contract with other county agencies. Other service activities include a unique program with the Army Corps of Engineers, in which inmate labor is provided under contract for a seagrass conservation project, with inmates paid a token wage.

On-Site Assistance

The schedule during my 2 days on-site (May 22-23) was as follows. On the first day I met with Sara Heatherly, Anthony Dawsey, and John Singleton, the Job Training Coordinator recently hired to oversee their industry expansion efforts. I was given a brief outline of what Dade County is trying to accomplish. They have targeted the cabinet, laundry, small engine, and sewing shops for initial expansion into industry programs. They would also like to expand their painting services which are in-house at present. At that time I provided them with an overview of my plans for the presentation.

We then visited the Women's Detention Center, the Pretrial Detention Center (main facility), the Training and Treatment Center, and an adjacent site which will be operational shortly. The Training and Treatment Center houses the majority of sentenced males as well as most of the vocational programs. The Women's Center has vocational programs in sewing, typing, and cosmetology.

We also visited the site of the nursery operation and a warehouse site declared as county surplus that has potential for use as a jail industry building. During the day, I had an opportunity to meet with a number of jail personnel in both security and programs. At the end of the day, Ms. Heatherly held a debriefing along with Messrs. Dawsey and Singleton to hear my comments and observations based on the day's activities (details are outlined in the findings and recommendations section).

The presentation was given on the 23rd. First, I reviewed what other sites are doing with respect to jail industry. This brief update covered: (1) type of operations in existence or planned; (2) examples of products and services provided; and (3) markets sold to. Second, I examined the critical issues to be considered in planning a jail industry, focusing on four areas: (1) legal; (2) resources; (3) support; and (4) market issues. Third and last I defined the steps that must be taken in developing a plan for implementing an industry program. These steps include:

1. goals
2. determination of market and product
3. scope of program
4. identification of constraints
5. definition of roles and responsibilities
6. development of a production plan
7. outlining strategies for support and addressing other constraints
8. establishment of a timeframe for implementation.

A detailed description of presentation materials is included as Appendix A to this report. Appendix B is a list of those who attended the session. Appendix C is a compilation of handouts most relevant to Dade County, including:

1. Prince Georges County, MD furniture restoration program
2. Hennepin County, MN industry program
3. Milwaukee County, WI print shop
4. Milwaukee County, WI furniture proposal
5. State of Pennsylvania market study for laundry operations.

(Note: While my remarks were geared toward the specific situation in Dade County, much of the material developed is generic for use in assisting other sites interested in jail industry, as requested by NIC.)

SUMMARY OF FINDINGS/RECOMMENDATIONS

Dade County needs to formally organize existing ideas into a comprehensive, written plan to facilitate jail industry development. The plan should clearly outline a process that prioritizes each step to be taken and specifies a timetable for completion. The creation and use of a systematic plan for industry development will ensure that decisions are made that best serve the goals of an industry program over time. The plan should include steps to conduct (1) a thorough market study, and (2) a detailed production plan and analysis of costs required for initiating operations.

Dade County has a number of assets that give it a great deal of potential for development. Among these are (1) state enabling legislation that authorizes industries: (2) a large county market in close proximity (although its potential must be systematically explored); (3) a solid base of support from key persons both within and outside the jail; and (4) quality personnel with a high level of enthusiasm required to carry out and follow through on a plan. Conversely, the primary constraints facing Dade County are resource-oriented, i.e., finding adequate space and the resources needed for start-up. The plan should outline strategies for addressing each of these areas.

Since the presentation served as the basis and focal point of my visit, I have organized my discussion of specific findings and recommendations as they relate to that material.

Issues To Be Considered In Planning A Jail Industry

Legal

I did not spend a lot of time on this issue since legal authorization already exists for the Dade County program. Flordia has a state statute (S.951) that enables local jails to establish an industry program. Moreover, the county has also received formal approval from the Board of Supervisors to develop their industry operation. Legal restrictions on markets are also not a problem at this time. While there are some limitations in the county's ability to deal with the private sector, county government agencies represent the primary market that is targeted for industry expansion.

Resources

Overview of Shops. The average vocational shop programs is fairly small, employing 10-15 inmates and one supervisor. Equipment is in good condition, but space is at a premium. Supervisor expertise appears adequate, yet inmates entering the programs have low skill levels. Motivating inmates is a problem due to the lack of pay in several shops. The average workday is about 5 hours.

Modification/Expansion of Vocational Programs. There are two primary methods of modifying and/or expanding vocational programs to develop an industry. The first approach consists of creating a separate but parallel industry progam that complements the vocational program already in existence. Several states utilize this model, whereby inmates begin in vocational training and work their way into the industry program (e.g., Washington, North Carolina). Under a second approach, vocational training and industries are operated as joint ventures, sharing resources at a common site (California, Maryland). For current vocational programs this would require the establishment of an industry component. Due to space limitations, resource shortages, and the quick turnover of inmates, the latter model is more appropriate for Dade county, at least in the short term. In essence, vocational programs would need to extend their workday and devote a specified amount of time to production.

Space. The space currently available is inadequate in most shops. Space shortages are most acute in the small engine, autobody, air conditioning/refrigeration, and sewing shops. While space is presently adequate in the cabinet shop, with proposed expansion of production, space may also be a problem.

Dade County is presently looking at two locations to acquire additional space for industries. One is an old industrial building which the county has declared as surplus. With appropriate renovation, this site could serve the expansion needs of several vocational programs. Second, Dade County is trying to acquire an 11,000 square foot site at Kendall Center. The county fire department is also examining this site for its operations. Since available space for industries can represent a major obstacle, these sites should be actively pursued for a possible jail industry site. In addition, establishing one centralized location to house multiple programs may have some marginal management advantages.

Inmate Labor. Several issues arise with respect to inmate labor--availability, skills, and incentives. While Dade County has a continuous pool of sentenced inmates available, lack of skills will be a recurring problem due to the short length of sentence of inmates in local correctional facilities (6 months is the average length of stay at present). Thus industries requiring low skill levels are most suitable for development.

The compensation system presently provided for inmates is inequitable. Inmates are paid in some shops, while not in others. This has created problems maintaining an adequate number of inmates in those shops without pay. A pay scale should be developed that compensates inmates in all shops and is based on the difficulty of the job and the skill level required. This should provide the impetus needed as increasing emphasis is placed on production. In order to identify those inmates with prior work skills, a more formalized assessment of work history should be established at intake.

Start-Up and Operating Costs. Generally the condition of equipment on hand is quite adequate. Of course, expanded production levels will require additional equipment. The staff needed to initiate the industry component were adequate in all shops, with the possible exception of the sewing shop. In part this is due to the large number of inmates working there. With increased emphasis on production, initial purchases of raw materials for start-up may require a substantial outlay. Estimates for this and other costs must be determined in a detailed production plan based on objectives that are estblished.

Overhead and Related Indirect Costs. These costs refer to increased support staff which may be necessitated by industry expansion. They can include administrative support (financial, production, etc.) and marketing support (costs of creating sales, distribution of products, and customer service). In the short term, Dade County could use at least one more support person in their central office to assist with industry planning and development, as well as coordination of marketing contacts. Long-term staffing needs should be considered as part of the plan.

Support

Dade County clearly enjoys extensive support throughout the ranks of the jail organization, as evidenced by participation and interest expressed during the presentation. One of the division directors expressed some reservations about support from the School Board, which presently provides the instructors for the vocational program. School Board input should be solicited in the early planning stages, since their support will be critical to the project.

Reportedly the jail enjoys the support of key officials in the county administration, a critical prerequisite to establishing such a program. In addition, Dade County has received favorable attention from the media. There is a Citizen's Advisory Board which has been active in matters involving the jail. This Board should be informed of progress of jail industry development, since it could be an asset to the program. Since it is likely that the Board of Commissioners will be called upon to provide initial capital for start-up funding, the Department should continue to foster its present relations with the county administration.

Market Potential

It was reported that the government agencies in Dade County have been asking the jail to expand the current work its does for the county, especially in the service areas. The landscaping service has grown rapidly and county agencies have also requested the jail to provide paint services and janitorial crews. Potential markets include GSA, HRS, HUD, and other social service agencies at the county level. Three hospitals are also located in the immediate vicinity of the jail's administrative offices. Finally, the Dade County jail operations itself represent a large internal market.

Expansion Potential. Based on a preliminary assessment of the market, the service industries, laundry, and cabinet shops appear to hold the most promise for immediate expansion. Service-type operations require only limited resources for start-up (only personnel salaries) and thus can be initiated rather easily. Both the cabinet and laundry shops have adequate space and seemingly the greatest demand for production. The cabinet shop is already producing goods at cost for other county agencies.

Other programs will require further consideration before phasing in. Small engine repair appears to have a more limited market, and space for warehousing parts presents a problem. The market for sewing appears promising, although the atmosphere observed in this shop suggest they may encounter problems shifting from a training to a production mode. Sewing would also require additional space.

The typing program at the Women's Detention Center could eventually be expanded into a data entry operation. This type of service has proven quite lucrative in several states. Both print and autobody typically compete with small business and are more difficult to establish as industries. The county also operates its own print shop.

When conducting a formal market study as recommended, one of the key considerations to explore is the turnaround time demanded by county agencies on products/services. The capability to produce on a rigid schedule is just as important as providing a good product at a competitive price. As a case in point, Dade County should determine whether the cabinet shop can produce the furniture required for the planned 1,000-bed jail. If they can deliver, the jail administration should make all efforts for the cabinet shop to obtain this contract.

As a future marketing strategy, Dade County industries can consider having a showroom or publishing a catalog of products, similar to state industry progams.

Steps In Developing An Implementation Plan

Goals

There are numerous goals espoused for industry programs, including providing training of inmates, keeping inmates working (facilitating jail management), and reducing costs of incarceration through self-supporting programs. The long-term goal recommended for Dade County is to establish a program that is self-supporting. This has a number of implications for finance and accounting (discussed under organization design below), yet holds the greatest promise for advantages to the jail in accomplishing the training and maximum employment objectives. Requiring programs to be self-sustaining after a number of years will eliminate those programs that are too costly to run and, at the same time, provide revenue for continued expansion to finance start-up of new programs. Moreover, the application of private sector-type business principles required to run a self-sufficient operation (full workday, etc.) is most likely to provide inmates with good work habits to prepare them for seeking jobs upon release.

Determination of Market and Product

Market determination was discussed above. There should probably be some specialization around a certain product or service for efficiency. In the case of manufacturing industries, while special orders are usually filled as a service to the customer, greater revenues are generated from the production of standard items due to economies of scale. In conducting the market study,

best copy available

consideration should be given to the economic feasibility of proposed industries consistent with the market potential.

Define Program Scope

The plan will need to outline the number of inmates to be employed, volume of production, size of operating budget, etc.

Definition of Roles and Responsibilities

The roles of all involved should be determined and described in the plan. This will include personnel within as well as outside the jail. The latter may include the role of the County Board with respect to funding or the Citizen's Board regarding public expression of support for the initiative. The role of the School Board in providing supervisors or other resources with their input should be clearly defined as plans progress.

Internally, the roles of respective division heads, especially administration, support services, and social services, must be clearly defined as they all bear an important responsibility for making the program work. Continued input should be solicited from staff during the planning phase, as it has been to date.

Organizational Finance. One critical aspect of any industry program is its financial management. In state-level industry programs, there is typically a revolving fund established which is independent of normal institutional accounts. No jail that I am aware of has such a fund at this time. In developing an industry program, however, it is important to be able to identify costs associated with providing a good or a service. Several of Dade County's present service contracts charge for only partial reimbursement of costs. Information on actual costs is useful in making pricing decisions and in determining whether to continue a certain program or operation. In developing its plan, Dade County should consider creating independent cost centers (or line items) for industry programs in the budget, to which all costs (personnel, equipment, materials, and indirect) associated with operating each industry are assigned. This will allow an effective mechanism for monitoring costs and making informed decisions on issues pertaining to industries development.

Production Planning

Once a market study has been completed, a detailed production plan should be developed. The plans should lay out the technical aspects involved in establishing an industry program, e.g., floor loadings, equipment specifications, utility requirements, etc.

Strategies Necessary to Garner Support

As stated earlier, Dade County appears to have solid support from the community to move ahead with this initiative. Public meetings that present the opportunity to further develop support for an industry program should be attended. Presentations made by jail staff at such meetings should utilize materials provided in this assistance by specifying what other jails are doing in terms of operations (services and markets), and by documenting the benefits of a jail industry. These benefits include economic analysis of savings to the locality, the potential number of inmates to be trained, and proven benefits of such programs for facilitating jail management.

Timeframe

The final component of a comprehensive plan for the development of jail industry should be a detailed timetable with completion dates for each step.

STRATEGIES FOR SEEKING FUNDING/FURTHER RESOURCE ASSISTANCE

One of the requests I received while on-site was for assistance in identifying potential grant funds that Dade County could seek for planning and developing their industry program. There are several possibilities, albeit limited. First, Dade County could apply for additional technical assistance from NIC in order to visit Hennepin County's and possibly Milwaukee County's industry operations. Perhaps two or three persons who will be directly involved in industry development could be sent to observe and meet with officials from existing programs. A second possibility is to pursue small grant funding from NIC for industries. I would see such a grant being used in one of three areas: (1) conducting a systematic market study; (2) planning assistance, or (3) developing a detailed business plan for production. Such a grant could not be used for financing start-up since NIC will not fund equipment purchases.

These possibilities are the only sources of direct financial relevance to be pursued. Additionally I am suggesting that key staff involved in industry development attend conferences whenever possible for networking purposes. Under separate cover I am sending materials on the T.I.E. conference upcoming in Chicago on correctional education and industries. The focus of this conference should be directly relevant to Dade County staff.

Finally, Resources For Corrections: A Directory of Federal Programs (IEPS, 1981; Aspen Systems, 2nd edition, 1982), provides extensive details on all types of assistance (financial and otherwise) available from the federal government for corrections. Examples of assistance include how to acquire surplus property and equipment from the federal government (GSA). This document should be available from NIC's Information Center in Boulder, Colorado.

ISSUES TO BE CONSIDERED IN PLANNING A JAIL INDUSTRY

1. Legal

   A. Authorization
      - state statute
      - local (county attorney)

   B. Market restrictions

2. Resources

   A. Is suitable space available?

   B. Inmate labor available
      - skill level
      - turnover due to length-of-stay in facility
      - will inmates be paid for work performed

   C. Figure start-up and operating costs
      - equipment
      - staffing (can I find someone with the necessary expertise to run the program?)
      - materials and supplies
      - utilities
      - maintenance, insurance, other operating costs
      - sales and distribution costs
      - overhead

3. Do I have the support needed to establish such a program?

   A. At the jail level

   B. County administration: executive, council, etc.

   C. Public support
      - small business complaints
      - union complaints
      - citizens groups

      as a result of security or market competition

   Summary: Appropriate support is a must prerequisite.

4. Market potential

   A. Who are the customers?

   B. What is the potential market size?

C. What are the possibilities of tapping that market?
(Look at current providers)
- competitive prices
- quality
- location of vendor
- distribution practices
- maintenance and warranties
- design and packaging
- political considerations

SUMMARY: There are three primary things to remember with respect to marketing.

1. Most important is providing a quality product at a competitive price with delivery on schedule.

2. It helps to have the commitment of a major customer, e.g., the county health department.

3. It is helpful to offer a unique product or service, e.g., distribution, packaging, or warranty not offered by competitive vendors.

STEPS IN DEVELOPING AN IMPLEMENTATION PLAN

The best way to proceed in setting up an industry progam in your jail is to develop a written plan which outlines each step that must be taken. The action plan should be developed after conducting the market survey and preliminary analysis of costs. Minimally such a plan should include the following points.

1. What are your goals in establishing the program?
   - training
   - self-supporting
   - employ inmates

2. Determine market and product

3. Define scope of the proposed program (in resource terms)
   - number of inmates needed
   - operating budget, etc.
   - production volume

4. What are some of the constraints you will face? This section should address each of the four issue areas discussed above, e.g.
   - any legal constraints
   - space limitations
   - unskilled inmates or high inmate turnover
   - monies available for start-up
   - need to win the support of a key person or group
   - security factors or other constraints

5. Who will be involved and what are their roles going to be? e.g.
   - county purchasing agent
   - an Advisory Board (if applicable); define Board composition and duties
   - county attorney (if legal authorization needed)
   - internal structure for organization at the jail

6. Develop detailed production plan to include
   - space requirements
   - equipment and raw material needs
   - utility specs
   - other

7. Outline strategies needed to elicit necessary support for the program

   A. Activities such as
      - presentation to city council
      - other meetings of key officials

   B. Subject matter
      - discussion of what other sites are doing (operations, products, markets)
      - sales pitch (Q. What is to be gained by establishing an industry?)
         1. savings to the city (document figures)
         2. training of inmates
         3. facilitates jail management (e.g., IEPS research study found that existence of jail programs showed significant relation to reduction of jail incidents)
         4. intangibles --> good public relations, social benefits (reduced dependence on public assistance)

8. Timeline for implementation

Appendix 6-7

Dade County, Florida Jail Industries Contracts

CONTRACT

TYPE: LAWN MAINTENANCE

This agreement, made and entered into this day, ________ ____, 19____, by and between ____ ______________________________________hereinafter referred to as Client, and the Corrections & Rehabilitation Department, Jail Industries, will provide for grounds maintenance for the properties listed:

LOCATION	COST PER VISIT	CHARGE INDEX

Upon the consideration herein described, The Corrections & Rehabilitation Department, Jail Industries, will provide the following services ________ per month except where indicated otherwise during the period of ________ ____________________________ through ____________________________________.

1) Mow all grassy areas required to maintain a good appearence ________ each month ____ ____.

2) Edge around all walkways and borders to streets, parking lots or other permanent edging upon each visit.

3) Keep all areas of landscaping, flower beds, or ground cover beds free of weeds, fallen leaves, dead branches, etc.

4) Fertilize grassy areas, flower beds, or ground cover, a minimum of two times per year and insecticide-spray same areas as necessary to meet required nutritional and pest control standard.

5) Prune or trim and remove dead branches and cutting from trees, hedges and shrubbery located on site as required; a minimum of one (1) time each sixty day period of the contract.

6) Remove all debris from general area, to include paper or other material that would be cut and scattered by mowing, prior to mowing all grassy areas.

7) Inspect driveways and parking areas, removing trash or debris and vacuum or power-sweep.

Client assumes the responsibility to provide funds to pay for the services. Client agrees to compensate the Corrections & Rehabilitation Department, Jail Industries, the sum, as listed, each month for these services.

IN WITNESS WHEREOF, this agreement has been duly excuted by the parties hereto, as of_________________ ______,________, and shall continue in effect until _________________ ______,19_____.

_________________________ CORRECTIONS & REHABILITATION DEPARTMENT
JAIL INDUSTRIES

_________________________ ______________________________________

CONTRACT

Type: Plant Rental and Maintenance.

This agreement, made and entered into this day, ______________ ___, 19____, by and between ____ ____________________ hereinafter referred to as the client and the Corrections and Rehabilitation Department, Jail Industries, hereinafter referred to as the provider shall provide for the rental of interior plants from the provider, maintenance of those plants to be performed by the provider and compensation to be paid by the client for the rental and maintenance of interior plants.

The provider shall provide for plants in quantities and varieties as indicated on the attached plant inventory sheet. The provider shall maintain these plants during maintenance visits which shall occur two times each month. The maintenance shall include watering, fertilizing, spraying for insects, trimming, cleaning, re-potting and replacement as needed.

The provider and client agree to allow for the substitution of plants when mutually agreed upon.

The client, for and in consideration of the plant stock and services provided by the provider, agrees to compensate the provider in the amount of _____ ____ per month plus a 10% administrative fee. The client also agrees to provide water to all plant stock subject to this agreement once during each week that maintenance is not provided.

The client also agrees to compensate the provider for the full retail value of any and all plants which are removed from the service location by anyone other than Jail Industries staff or which are damaged as a direct result of intentional or unintentional negligence on the part of the client and/or the clients staff.

Compensation for the provisions set forth herein shall be accomplished by a journal entry posted by the provider utilizing the index code provided by the client.

This agreement has been duly executed by the parties hereto as of _________ _____________ ____, 19___ and shall continue in effect until _____________ _____, 19____.

For: For Jail Industries

________________________ ________________________________

Index Code ____________

Appendix 6-8

Process for Identifying Plant Layout Requirements in a Prison or Jail Setting

This checklist was developed by Criminal Justice Associates and can be used by jail administrators to help determine space and plant layout requirements for new industrial enterprises.*

1. DEFINE THE AMOUNT OF SPACE REQUIRED DIRECTLY FOR PRODUCTION

   Include Space For:

   a. stationary equipment and/or work stations
   b. operations not performed on stationary equipment
   c. storage space for portable equipment and tools
   d. worker circulation
   e. storage of raw materials for immediate use
   f. in-process storage
   g. temporary storage of finished products prior to movement to a warehouse

2. DETERMINE RELATIONSHIPS BETWEEN DIFFERENT OPERATIONS:

   Consider The Sequence of Operations and Identify:

   a. related operations
   b. locations of materials needed for each operation
   c. operations which use common equipment
   d. operations which should not be in close proximity to each other

3. IDENTIFY OPERATIONS WITH SPECIAL REQUIREMENTS

   Determine Operations Which May Have to be Segregated Due to Special Environmental or Security Requirements and Identify:

   a. unusual utility requirements
   b. special heating, cooling or ventilating requirements
   c. requirements for hazardous operations or materials
   d. potential health, safety, and hygiene requirements
   e. operations which may damage products at other stages of production

4. DETERMINE SPACE REQUIRED FOR SUPPORT FUNCTIONS

   Determine Space Required for:

   a. office space and supervisor work areas on the floor, including space for furniture and equipment
   b. private toilet facilities for staff
   c. toilet, drinking water, and clean-up facilities for workers

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d. raw material storage space
e. raw material receiving and finished product shipping

5. DETERMINE UTILITY REQUIREMENTS

Identify Requirements for:

a. electrical voltage, current, and phase
b. lighting, heating, cooling, and ventilating required for worker health and comfort and efficient industrial processes
c. compressed air
    1. calculate volume and pressure of free air required at process points
    2. identify number and location of process points requiring compressed air
    3. calculate distance between air compressor and process points requiring compressed air
d. water
    1. calculate maximum volume required per minute and per day
    2. determine required temperature, purity, and treatment
    3. identify waste water pollutants including waste heat
    4. identify water conservation measures

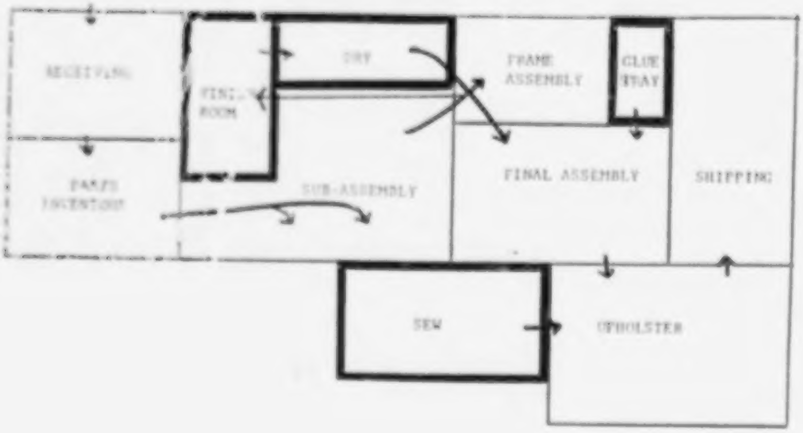
6. DETERMINE SPECIAL BUILDING CONSTRUCTION REQUIREMENTS

Identify Requirements for:

a. hazardous material storage
b. emergency showers and eye-washes
c. noise mitigation
d. pollution control and treatment
    1. sources of and remedies for air and water pollution
    2. sources of and remedies for solid wastes
e. potentially damaging interior environments
    1. extremes of temperature
    2. water or water vapor
    3. corrosive substances
f. potentially damaging static loads
g. potentially damaging dynamic loads
    1. large live loads
    2. repeated moderate live loads
    3. accidental impact loads
h. non-standard dimensional needs
    1. unobstructed interior space
    2. roof height
    3. door size

Appendix 6-9A

Long-Range Factory Layout


RECEIVING
FINISH ROOM
DRY
FRAME ASSEMBLY
GLUE SPRAY
PARTS INVENTORY
SUB-ASSEMBLY
FINAL ASSEMBLY
SHIPPING
SEW
UPHOLSTER

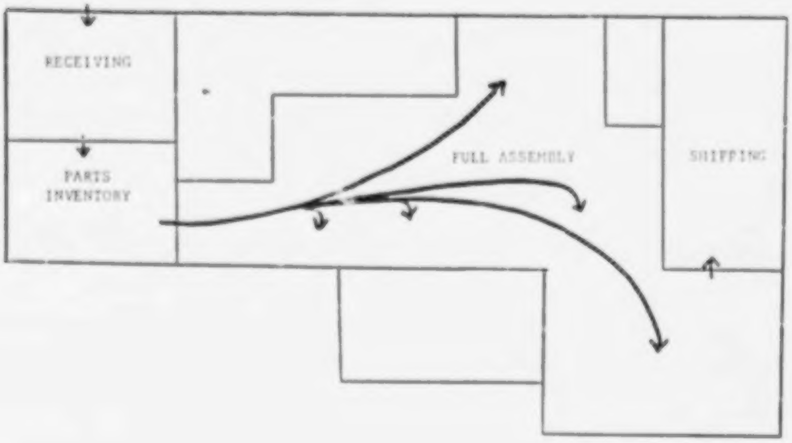
The layout shown above represents spatial relationships for proposed long range products, such as upholstered wood seating or upholstered wood lounge furniture. It can be positively implemented well within the 10,000 sq. ft. requirement of the Wildwood Correctional Facility.

Three spaces will require walls to isolate them from adjacent spaces where [illegible] might be done. They are: (1) Finish Room (2) Dry Area (3) Sew Area. The glue spray area should be vented to an outside wall to prevent fumes irritation.

The plan shown utilizes the individual work station concept proposed for the Fast Track layout on Exhibit 4. Each work station will be equipped to accomplish several tasks on a product if required.

Appendix 6-9B

Fast Track Factory Layout



The layout shown above represents spatial relationships for proposed start-up products. An individual work station concept is proposed where one employee fully assembles the product from start to finish.

Fast Track items do not involve finish, only assembly. However, the long range plan requires that four additional work spaces be included as shown on Exhibit 5.

There will be further utilization of the above layout in the long range plan for additional products which do not require finish, ie, steel office furniture.

Appendix 6-10

Recommended Safety Standards for Manufacturing and Service Industries

The following recommended safety standards for manufacturing and service industries were published in *A Guide to Effective Prison Industries*, Volume VI, published by the American Foundation, Inc., Philadelphia, Pennsylvania, 1979, and reprinted by permission. They apply equally to jail industries. Recommendations which reflect OSHA guidelines have been asterisked.

A. Machinery and Equipment

1. All machines, benches, and other equipment must be arranged to conform to good safety practices (e.g., a minimum of three feet must be provided between individual pieces of equipment).

*2. Danger zones around equipment are to be properly indicated and guarded.

*3. Non-skid areas are to be provided around machines.

*4. Machines must be maintained in safe working condition.

*5. Tools are to be kept sharp, clean, and in safe working order.

6. All equipment must be wired in compliance with the National Electric Code.

*7. Each machine must have an individual cut-off switch with magnetic push button controls. These switches are to be readily available to the operator and must be enclosed. Individual starting and stopping devices shall be provided on every working machine so as to make it possible for the operator to restart after power failures or cut-offs. Provision shall be made to prevent machines from automatically restarting upon restoration of power. All electrical equipment and machinery should have a third wire or be properly grounded with a wire from the equipment to the ground (NEC).

*8. The point of operation on all machines is to be guarded where there is danger to the operator. All machines must have proper and approved safety guards.

*9. An adequate exhaust system is to be provided in appropriate facilities for chips, sawdust, fumes, and dust.

*10. Equipment must be placed within the room so that the supervisor can maintain visual control and supervision at all times.

*11. All machines shall be free of excessive vibration and shall be fastened to floor or base except where the production sequence(s) requires mobility within safety limits.

*12. All belts, pulleys, gears, shafts, and moving parts on equipment shall be guarded with permanent enclosure guards. The point of operation of all working machines shall be effectively guarded. The term "point of operation" means that part of a working machine at which cutting, shaping, forming, or any other necessary operation is accomplished, including such other parts as may offer a hazard to the operation in inserting or manipulating stock or material.

*13. On each machine operated by electric motors, positive means shall be provided for rendering such controls or devices inoperative while repairs or adjustments are being made to the machines they control.

B. Electrical, Air, and Gas Provisions

*1. Safe and appropriate gas and electrical outlets should be conveniently located throughout the facility. All electrical circuits and outlets must be of the three-wire type.

2. As a general rule, temporary wiring is not to be used. All extension cords must be of the three wire type.

3. Insulating material is to be used to protect areas adjacent to gas appliances.

*4. Compressed air used for cleaning is not to be over thirty P.S.I.

5. Panic switches are to be located in strategic positions around the perimeter of the facility.

C. Other Considerations

*1. Illumination must be adequate for the type of work being performed; entrances and exits are to be lighted. The number and location of exits shall be adequate and properly identified.

*2. Ventilation shall be adequate and proper for work conditions.

*3. Fire extinguishers must be of the proper type, properly located, and continuously maintained.

*4. Objects are not to be stored overhead, on top of cabinets, or on walls in a manner which would create a hazard.

*5. An adequately stocked first aid cabinet must be provided and appropriately located.

*6. Signs are to be posted for flammable materials, no smoking areas, areas where goggles must be worn, location of fire extinguishers, exits, etc.

*7. Noise level should be controlled to approved levels through proper design and use of sound control materials.

*8. Flooring should be made of resilient, durable, fireproof material with a non-slippery and non-conductive surface.

9. Appropriate scrap boxes and waste receptacles should be provided.

General Safety Standards Pertaining to Procedures and Operations

A. Workers

*1. Goggles or protective shields are to be provided and required for all areas where eye hazard exists.

*2. Wearing apparel is to be proper for job being done. Loose sleeves and coats are not to be allowed around machinery.

3. Long hair is to be protected from entanglement in machinery by the use of hats or headbands.

*4. Hearing protecting devices are to be provided and used when there are intense or harmful sound levels.

5. No worker should use any equipment, including power tools or hand tools, until he/she has had instruction relative to the safe handling of it by a proper authority. Workers should not operate any piece of equipment until they have been satisfactorily checked on it by the supervisor and by passing safe-operators tests.

*6. Persons not operating power tools or instructed to observe the operation thereof should keep clear of operators.

*7. No persons shall remove or make ineffective any safeguard, safety appliance, or safety device guarding a machine or machine part except when the machine is stopped and for the purpose of immediately cleaning, repairing, or adjusting such machinery, guard, appliance or device. Upon completion of the repairs or adjustments, such guard, appliance, or device shall immediately be replaced.

8. Equipment should be cleaned, oiled and adjusted only when the machine is at a dead stop.

9. Workers should know the location of the nearest fire extinguishers and fire blanket and be instructed in their use.

10. Power tools (portable and stationary) should be used only when such equipment is properly grounded and you have dry footing.

11. Workers should use caution with air hoses so they are never aimed toward another person.

B. Procedures

1. Never lock safety-type switches in the ON position.

2. Housekeeping must be neat and orderly; (1) tools and materials properly stored; (2) benches and floors left orderly with scrap removed promptly.

3. The shop area should be swept daily and periodically cleaned thoroughly. Floors must be kept free of objects or materials which may cause falls. This includes oil, grease, etc. Work stations should be cleaned at the end of each day.

4. All waste materials and oily rags are to be promptly placed in proper containers and regularly emptied, using approved spring lid metal containers for oily rags and waste.

5. All machines are to be locked off when supervisors are out of the shop. Machines are to be shut off when unattended.

*6. Tags shall be used as a temporary means of warning of a hazardous condition such as defective equipment. Tags are not to be considered as a complete warning method, but should be used until a positive means can be employed to eliminate the hazard; for example, a "defective equipment tag" shall be placed on damaged or unsafe equipment until it can be taken out of service and sent out for repairs. Electrical service should be disconnected or locked out immediately when defects are observed.

*7. Flammable materials are to be stored in metal cabinets. Store flammable liquids in approved safety containers. No smoking should be permitted in areas where flammable liquids are to be used.

Chapter 7

Evaluating the Jail Industry

"Evaluation" takes on special significance in the context of jail industries for two reasons. First, as an activity that the jail is not required to undertake, jail industries are particularly vulnerable to criticism and termination. Unlike mandatory jail programs which cannot be abandoned, such as education or counseling, an industry program can be quickly threatened by financial or political pressures because it cannot be defended on the basis of statutory or other legal requirements. As a result, a jail industry manager must develop and maintain effective evaluative measures not only to ensure that the industry program operates as efficiently and effectively as possible, but also to provide information to justify continuation of the program if it is challenged.

"Evaluation" for a jail industry is also problematic because jail industries must meet both the demands of the correctional environment *and* the expectations of a business and a workplace. With "two masters," the jail industry can be evaluated in terms of two different sets of objectives—running a secure facility and running a business. Sometimes these objectives can conflict. For example, security needs may make it impossible for the industry to make a profit. As a result, since the objectives of the jail must be met first, some of the typical goals of a business—like making money—may not be achievable in a jail.

This chapter suggests steps that jail industry managers can take to assess their program. The chapter also offers a comprehensive "proactive" approach to management and evaluation, including samples of work products and a detailed assessment instrument.

Measuring Success

Developing and writing down objectives for the jail industry program is essential not only for making sure everyone understands what the program is intended to accomplish—and not expected to accomplish—but also *to make it possible to evaluate program success.* Without clear objectives, there can be no measure of program effectiveness Furthermore, objectives should be stated in measurable terms to facilitate accurate evaluation. For example, deciding that reduction of prisoner idleness is an objective for the program leaves unclear how this goal is to be measured. Saying that "10 to 20 prisoners will have 15 percent less idle time over the next six months than before they joined the program" gives clear guidance for measuring success.

There are two kinds of evaluation, each of which is important:

Formative (or process) evaluation is based on ongoing observation and monitoring, and provides insights that can help to improve program operations and performance. A formative evaluation of a jail industry program might collect and describe information concerning staff and inmate attitudes, management techniques, and the perceptions of clients. Formative evaluation often relies primarily on subjective measures for determining success.

Summative (or impact) evaluation measures program results, almost always in numerical terms. A summative evaluation might describe the number of inmates employed, hours worked, units produced, costs and revenue, and other quantifiable aspects of a jail industry program. Summative evaluation usually makes use of primarily objective measures of success.

Evaluation procedures *should* be designed *concurrently* with the development of the industry program. This allows information gathering to begin immediately and to become an integral and continuing part of the industry operation. For example, if an objective is to reduce inmate idleness, success in achieving this goal cannot be measured unless the extent of inmate idleness is known *before* the program begins. Collecting these "baseline" data may be impossible once the program has become operational.

A basic evaluation approach has three components: identifying evaluation questions, developing a research plan, and implementing evaluation procedures. This approach can be employed at *any* stage of program development or operation. Evaluation is a useful tool any time and is always worth the effort.

Identify Evaluation Questions

The first component requires the industry manager to make a list of all of the questions that are to be answered as a result of evaluation efforts. Basic questions to begin with might include, "How does the program increase or decrease jail costs?," and "Are inmates gaining useful work experience?"

It may be helpful to consult potential "opponents" and other interested parties for pertinent evaluation questions. Evaluation is crucial to satisfy external demands as well as to meet internal needs. Thus, a representative of organized labor might ask, "Is the program eliminating jobs in the community?" Funding sources might ask, "Is the program offsetting costs of confinement—and to what extent?"

Having collected a "laundry list" of "research questions," the industry manager can organize and synthesize them as appropriate. Finally, they should be expressed in measurable terms.

When a complete list of research questions has been drafted, it should be circulated to all concerned parties to ensure that their needs and concerns have been fully represented.

It is particularly important to include questions that the industry manager will have. Often, these questions will be more formative in nature, seeking insights into methods that will improve operations and management. Usually, these questions can be answered through the evaluative process with little additional effort.

Develop a Research Plan

To convert research questions into a plan of action, it is necessary to:

1. Identify the specific *sources* of information that are available;
2. Identify a wide range of *strategies for collecting* the information; and
3. *Match* data collection strategies with sources in a manner that will provide full and accurate answers to each research question.

Information *sources* can include all of the individuals identified in the "list of potential opponents." Sources can also include other persons with special expertise such as management consultants, systems analysts, and academics. Libraries, computerized data bases, data management information, and other hands-on sources can also be considered.

Strategies for obtaining information include collection and analysis of data, literature review, analysis of information and data that are collected during the daily operation of the industry, observation, interviews, surveys (mail, phone), and cost analysis. The industry manager should identify the types of data collection strategies that can be implemented in his or her evaluation efforts.

Matching data collection strategies with sources involves two steps. The first step is to list all the information sources down the left-hand column of a blank page of graph paper. Across the top of the page, all the evaluation questions should be listed. Exhibit 7-1 illustrates this process. The cells can then be filled in to indicate a match between each evaluation question and a source that can provide the answer.

The second step is to list each evaluation question separately with all the potential sources of information. Data collection strategies that can secure the desired information for each question can then be listed. Exhibit 7-2 illustrates this step. The jail industry manager must then select the activities to conduct based on such considerations as cost, need for speed in obtaining the data, and reliability of information from different sources. Exhibit 7-3 suggests how a jail industry manager might decide to evaluate how much idleness the program reduces.

Exhibit 7-1

Sample Partial Matrix for Matching Evaluation Questions and Sources of Data

Evaluation Question
(partial list)

1. How much is inmate idleness reduced by the industry program?
2. What does the program cost to operate?
3. What revenues are generated?
4. How many inmates secure employment after release?
5. Etc.

Information Sources	1	2	3	4	5	6	7
Project Data/Information							
inmate characteristics				X			
inmate performance data (hours, products)	X	X					
inmate performance after release				X			
earnings data		X	X				
cost data		X	X				
Inmate Workers	X			X			
Program Staff	X						
Other Jail Staff	X			X			

Exhibit 7-2

Sample Partial Matrix for Matching Evaluation Questions and Information Sources with Data Collection Activities

	Data Collection Strategy					
	Interview					
Evaluation Question and Information Source	In-Person	Phone	Staff Meeting	Generate Data	Analyze Data	Observe
1. How much is inmate idleness reduced?						
• inmate performance data				X	X	X
• inmate workers	X					
• program staff	X					
• other jail staff			X			

Exhibit 7-3

Sample (Partial) Audit Checklist for Industry Operations[1]

1. Administration	Yes, In compliance	No, Not in compliance	Partial compliance, exceptions noted
____ 1.1.1 Does a statute authorize the establishment of an industries program?			
____ 1.1.2 Are the purpose and objectives of the industries program stated in writing, communicated to all institution personnel, reviewed annually, and updated if necessary?			
____ 1.1.3 Is there statutory authorization to obtain and spend needed capital other than through the normal appropriations process?			
____ 1.1.4 Is there statutory authorization to provide industries with sufficient markets to operate economic and efficient shops or service enterprises?			
____ 1.1.5 Does an administration policy govern the creation of new industries operations?			
____ 1.1.6 Is there a mechanism for compensating inmate employees for injuries sustained while working?			

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[1] Adapted from *Standards for Correctional Industries*, First Edition, American Correctional Association (College Park, Maryland: 1981). Reprinted by permission.

Implement Evaluation Procedures

A well-designed evaluation becomes an integral part of a jail industry operation. Ongoing evaluation requires discipline, however, because it often gets neglected when seemingly "more important" demands arise. Failing to conduct ongoing evaluation can result in "winning the battle but losing the war." The industry manager may meet that pressing production deadline but fail to develop and improve the overall program—thereby reducing its chances for long-term survival.

Some counties have found outside consultants, volunteers, and the academic community to be valuable sources of evaluation assistance. Often, it is possible to secure this assistance at little or no cost. For example, in Strafford County, New Hampshire, local business college students were willing to provide extensive services as part of a marketing class. Another potential source of assistance is the Small Business Administration's "SCORE" program (Service Corps of Retired Executives).

Involvement of these and other resources not only provides additional expertise but may also increase support for the program through wider community involvement. Involving these resources can also create a momentum for evaluation that will help ensure its continuation.

A Proactive Approach to Jail Industry Operation

Over the years, jail managers have found that developing an "operating system" helps them to organize and implement the complex tasks associated with jail operations.

The system can be used in developing:

- an internal program auditing system;
- policies and procedures;
- a guide to corrective action;
- fiscal needs and budget justification;
- monitoring;
- evaluation;
- training and testing.

The National Institute of Corrections' (NIC) *Jail Resource Manual*[1] provides instructions and illustrations for developing an operating system. The NIC process, adapted for use in the jail industry context, consists of the following seven steps.

(1) *Identify standards that apply to the jail industry.* The term "standard" in this process is used in the broadest sense to include state statutes and standards, court orders, and mandatory state administrative rules and regulations. Voluntary national standards, such as those promulgated by the American Correctional Association (ACA), should also be considered in this step. The ACA standards are more comprehensive than most state regulations, and they reflect U.S. Supreme Court and lower federal court decisions. Chapter 2 describes methods of identifying mandatory standards and provides a checklist for determining compliance with the ACA standards.

(2) *Develop an audit system for industry operations.* An audit form can be developed by rephrasing the standards and regulations into questions. Two types of audit forms can be developed: (a) separate audit forms for state standards, court decisions, national standards, and so forth, or (b) a single audit form that combines standards, court decisions, and other sources by subject area. Exhibit 7-3 presents an example of the first type of form. If the second type of audit form is used, it is important to indicate the sources for each item.

The preceding audit forms apply *correctional standards* to the industry program. It is also necessary to apply *business* principles and methods to running the program. Appendix 7-1 provides an example of a business audit checklist. Jail industry managers have found this form helpful because it underscores the importance of assessing the work-related aspects of the industry program. For example, sections of the audit checklist focus on the industry physical plant, inmate-workers, staff, products, quality control, and maintenance.

(3) *Conduct the audit of operations.* Once the audit forms have been developed, an audit can be conducted in all areas of industry operations by the manager, administrators, staff, and others whose assistance can be enlisted (such as program staff, managers of industries from other jails, volunteers). The sheriff and jail administrator should also participate in the audit, if possible, in order to gain a more direct understanding of the industry operation.

(4) *Apply the audit to policies and procedures.* The audit will identify areas in which *actual* industry *operations* fail to comply with standards. In some instances, however, *written* policies and procedures that guide industry operations will not comply with requirements in the standards. It is therefore necessary to apply the audit questions to the written policies and procedures to identify instances in which they fail to comply with standards. In effect, there are two levels at which a jail industry can fail to comply with an audit requirement—in practice and on paper. Usually, when written procedures fail to comply, actual practices will also fail.

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[1] Rod Miller and Ralph Nichols, *NIC Jail Resource Manual* (Fourth Edition), Community Resource Services (Kents Hill, Maine, 1989).

(5) *List areas of non-compliance.* Those practices that have not been properly implemented should be compiled into a list, using a form like the one presented in Exhibit 7-4. This form should specify deficiencies uncovered in the audit that can be corrected at no cost by a new or revised policy and procedure and those deficiencies that can be corrected only with additional resources such as staff, equipment, materials, or funds.

Exhibit 7-4

Sample Audit Form for Summarizing Jail Industry Deficiencies and Remedies

Directions: (1) List each deficiency identified through the audit below. Indicate the "code number" for each deficiency using the identifying number on the audit form (see Exhibit 7-5).
(2) Place an "X" in all the appropriate columns beside each deficiency, indicating the actions that will be needed to correct the deficiency.

		Type of Action Required to Remedy			
Code #	Description of Deficiency	New or Revised Policy/ Procedure (1)	Additional Staff Training/ Supervision (2)	Non-Personnel Funding (3)	Funds for Personnel (4)
1.1.5	No administrative policy for creating new industry.	X			
1.3.2	Weekly safety inspections not conducted or documented.	X	X		
1.4.7	Inmates are not compensated based on level of skill required for job or according to quantity and quality of work.	X		X	

(6) *Develop action agenda to address deficiencies.* An action agenda (like the example in Exhibit 7-5) helps to identify who will do what, and when, and what resources will be required to correct each deficiency uncovered by the audit.

(7) *Training and testing.* New or revised policies and procedures should be shared with all staff involved with implementing the policies and procedures, whether they work in the industry program or elsewhere in the jail. Staff may need additional training to implement new policies and procedures. Staff awareness of any changes should be periodically tested.

The value of this proactive operating approach is that it provides a systematic method of improving jail industry operations and can be used as an effective tool in initiating a jail industry program.

Exhibit 7-5

Sample Audit Form for Action Agenda for Remedying Deficiencies

Code #	Deficiencies/Tasks	Person Responsible	Deadline for Completion
1.1.5	No policy for creating new industry		
	a. Draft policy	Jane Smith	June 15
	b. Review/comment	Management Team	June 22
	c. Revise	Jane Smith	June 29
	d. Final approval	Captain Johnson	June 30
	e. Distribute to staff	Sergeant Foley	August 6
1.3.2	Weekly safety inspections		
	a. Draft policy	Jane Smith	June 15
	b. Review/comment	Management Team	June 22
	c. Revise	John Doe	June 29
	d. Final approval	Captain Johnson	June 30
	e. Distribute to staff	Sergeant Foley	August 6
	f. Train all staff	Sergeant Foley	August 18
1.4.7	Inmate compensation		
	a. Request funds	Captain Johnson	June 22
	b. If funds available...		
	1. draft new procedures	Graham Miller	August 6
	2. review/comment	Management Team	August 13
	3. revise	Graham Miller	August 20

Appendix 7-1

Correctional Industry Audit Checklist*

Note: This checklist was designed to be used as an on-site evaluation instrument. Jail industry managers may find it helpful to enlist the assistance of persons outside of the industry operation. In that case, the following instructions are appropriate. If this is used by the industry manager, adapt the instructions as appropriate.

GENERAL DIRECTIONS. In using this checklist, do not make assumptions, ask each question, and insist on specificity in the answers. Talk to all types of persons involved with the jail industry program: inmates, supervisors, and factory superintendents, comparing the answers from one level against those of other levels.

Checklists have a mechanical aspect; persons who administer this checklist should amplify questions as they proceed, and must be sure to fully understand the answers being given. This checklist provides a rapid means to examine many aspects of plant management in a jail industries setting, and is not a substitute for the application of technical knowledge or processes.

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*Developed by Criminal Justice Associates (Philadelphia, n.d.). Reprinted by permission.

I - PURPOSE OR FUNCTION

INDUSTRIAL AUDIT CHECK-LIST

By critically examining the role an enterprise plays in the organization, it is possible to clarify the extent to which it is actually meeting expectations. For example, an operation whose main purpose is to provide training in work skills should not be evaluated as much from the standpoint of its profitability as one whose main purpose is to generate profitability as in a detergent or janitorial supplies plant.

ITEM	COMMENTS
Why does the operation exist?	
Is its main purpose to contribute a profit to the industries program?	
Providing a work opportunity for a significant number of inmates?	
Providing employment skills for a significant number of inmates?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

II - PHYSICAL PLANT

INDUSTRIAL AUDIT CHECK-LIST

A dirty or untidy shop is not necessarily an inefficient one, but the atmosphere does contribute to the attitude of the free staff as well as the inmates. Working conditions also indicate an attitude about the dignity which is accorded to inmate employees. Any attempt to justify jail industries on the grounds it trains inmates in proper work habits and attitudes must be judged within the context of the physical plant it provides.

It is not possible for non-specialists to be able to evaluate critically the plant layout and work flow of a wide variety of operations; nevertheless, it is possible to gain some impressions by simply watching to see how work moves from one station to the next, and then asking the supervisor to describe the work flow and why it is laid out the way it is.

ITEM	COMMENTS
Square footage.	
Age and type of building.	
Physical plant cleanliness.	
Adequate lighting?	
Fire sprinkler system?	
Is the physical plant clean?	
When was it last peinted?	
Are there broken windows?	
Is the floor clean?	
Are there piles of sawdust, scrap, raw materials, or work in process scattered about on the floor and blocking aisles?	
Are working conditions satisfactory?	
Are there adequate toilet facilities, are are they clean?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

II - PHYSICAL PLANT
(Continued)

ITEM	COMMENTS
Is there dust, lint, or fumes in the air?	
Does the equipment appear to be clean?	
Does the plant layout seem to be efficient?	
Does the work flow appear efficient?	

III - INMATES

INSTITUTION____________________

INDUSTRIAL AUDIT CHECK-LIST

Obviously, some discussion with the inmate work force can provide many clues about the shop. The kind of training which is provided, the extent to which inmate workers understand and respect their jobs, and the ethnic balance all are crucial elements in evaluating the extent to which inmates are seen as part of the organization and worthy of respect.

ITEM	COMMENTS
Are most of the inmates working when you enter the work area?	
Do inmates continue to work when visitors enter, or do they stop to observe?	
Does the work pace appear to be appropriate for the operation?	
Do inmates appear to be interested in what they are doing?	

If questioned, can inmates describe the operations they are performing and relate them to the overall process?

Is there a written job description for each work station?

What training do inmates receive for their specific assignement?

For advancement?

Who provides the training -- free staff or inmates?

If inmates, how do free staff monitor it?

Do inmates believe this shop is a good assignment?

Is there a waiting list to get into the shop?

Is the quota consistently filled?

What is the turnover rate?

If it is high, what steps have been taken to cut it?

Is there a written manning table?

Does the work force appear to have a reasonable ethnic balance reflecting the general population?

Are there obvious racial or ethnic concentrations in particular sections of the shop?

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

IV - STAFF

INDUSTRIAL AUDIT CHECK-LIST

Relationships between supervisors and inmates are critical to the success of the operations. Supervisors should be working with inmates. Obviously, they should be competent and aware of comparable operations in private industry. They should see themselves as part of the overall program and should have information available to them which keeps them advised of their own situation as well as that of the total organization. They should have some feel for the problems of customers. Training should be available, both in the techniques of production and of supervision. Supervisors should have the right to hire and fire, but there should be standards which they are using.

ITEM	COMMENTS
Are supervisors working when you enter?	
Are they working with inmates or separately?	
Does staff appear to be competent?	
Are they familiar with private industry operations in the same field?	
Have they at least visited similar private industry plants?	
Are they interested in what they are doing?	
Do they know the financial status of their shop, of the industries' program for the institution, of the overall industries' program?	
Do they view themselves as part of the industrial organization or is their perspective of their role limited to their own shop?	
Does staff have concern for customers and their problems?	
Is there an attitude that working with inmates and is reason enough for settling for less quality than comparable commercial products?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

IV - STAFF
(Continued)

ITEM	COMMENTS
What is the staff attitude towards the inmates working for them?	
What training is available for supervisors?	
Do supervisors have the right to hire and fire inmates?	
Do supervisors have performance standards against which to measure individual performance of inmate employees?	

V - PRODUCTS

INDUSTRIAL AUDIT CHECK-LIST

The quality of jail industries' products is frequently subject to criticism with good reason. Within the price constraints, products should be comparable to commercial products. There is little excuse for accepting poor quality either because of the inadequacy of the work force or the inability of the ultimate user to exercise any choice.

ITEM	COMMENTS
Are the products comparable to those made in private industry? Are the construction features similar?	
Is the design contemporary and attractive?	
Are supervisors familiar with comparable products made in private industry, and any differences which may exist between them?	
If you were a customer, would you willingly purchase what you see coming off the line?	
Who is responsible for product development?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

VI - QUALITY CONTROL

INDUSTRIAL AUDIT CHECK-LIST

This item is related to the previous one. Quality control must be clearly established and monitored. It cannot rely on inspection of the final product alone; there must be in-line inspection. There must be written standards and there must be clear responsibility assigned within the organization. Both inmates and supervisors must be involved in the inspection process. Quality control is too frequently under-emphasized by prison industry. Quality control is not merely inspection, but runs through the entire process.

ITEM	COMMENTS
Can the supervisor describe the quality control measures being used in specifics?	
Is there in-process inspection with defined check-points, or is only the finished product inspected?	
Do adequate written specifications exist which include tolerances and construction features?	
Are they used on the floor?	
What criteria are used for inspection purposes?	
Are they written?	
Do inspectors and supervisors have copies?	
Are there mechanical devices used for inspection, such as gauges, sizing boards, color chips, etc.?	
Are there quality control records available for review?	
What is the percentage of rejects?	
Are jigs, fixtures or tooling used to assure quality control?	
In looking at the finished product are there obvious flaws evident such as open seams, skipped stitches, open joints, rough spots on the finish, burred screwheads, misalignments, etc.?	
Is all inspection done by inmates or does staff take part?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

VII - MAINTENANCE

INDUSTRIAL AUDIT CHECK-LIST

There is as strong tendency in most jail industries' shops to overlook maintenance as there is in most private industry shops as well. A sound maintenance program is important for efficient plant operation.

ITEM	COMMENTS
Who is responsible for maintaining equipment?	
How are maintenance people trained?	
How do they keep current?	
Is there a preventative maintenance program in operation?	
Are there adequate maintenance records on each piece of equipment?	
Is there also a record of down-time for each piece of equipment?	
Does an examination of the down-time record reveal any obvious problems?	

VIII - SECURITY

INDUSTRIAL AUDIT CHECK-LIST

Jail industries' supervisors must never lose sight of the fact that they work within a jail. Permitting inmates to congregate in cul de sacs can create problems. For example, supervisors have a responsibility for security to differing degrees depending upon different departmental and institutional policies.

ITEMS	COMMENTS
Does inmate behavior suggest the possibility of security problems?	
What responsibility do supervisors have for security?	
Is there an adequate tool control plan including shadow boards?	
Is there a problem of inmate pilferage?	
When was the shop last shaken down for weapons or other contraband?	

INDUSTRIAL AUDIT CHECK-LIST

Safety tends to have a low priority in many jail industry shops. Supervisors need training and they need to train inmates and to emphasize safety. Inmates tend to have little job experience and therefore little understanding of plant hazards. Be cautious about accepting generalities here; it is easy to be glib about safety. Safety must be constantly enforced. Violations must be cause for discipline.

ITEM	COMMENTS
When was the last time the shop had a safety inspection? Who made it? Is a copy of the report available? What action was taken as a result?	
Are there machine guards?	
Are there hanging or exposed wires?	
Is the electrical equipment all three-pronged (grounded)?	
Is there adequate ventilation?	
Are inmates and supervisors observing good safety practices, such as wearing hard hats, respirators, goggles and hearing protection in appropriate areas?	
Are there signs reminding them of the need for such safety equipment?	
Are there smoking areas in shops with a potential fire problem?	
Are supervisors concerned with safety? Do they see this as part of their job?	
What training do inmates and supervisors receive in safety?	
Are there safety committees?	
Do supervisors hold regular safety meetings with inmates?	
Are supervisors familiar with OSHA requirements?	
Does the shop meet OSHA requirements?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

X - RECORDS

INDUSTRIAL AUDIT CHECK-LIST

The adequacy of written records to document each phase of the process from raw material reception to finished good shipment is vital to the success of any industrial operation. Written documents also presume a formal system. Use of notebooks, memoranda or other informal systems should not be confused with adequate written records. Ask the supervisor to discuss each form, where it is used in the process, what its purpose is, and how its accuracy is checked. The system must be auditable.

ITEM	COMMENTS
Are there production records?	
Are there shop drawings?	
Are there bills of materials?	
Are there current cost data on products?	
What kind of documentation is used to initiate a production release to the shop?	
Does a document accompany the product through the production process?	
What documentation releases the finished goods, either to the warehouse or to the customer?	
Are there written specifications for raw materials and finished products?	
Are there records of scrap loss?	
Are there current inventories of raw materials, work-in-process, components and finished goods?	
Is there a current equipment inventory?	
Are records complete, legible, and filed in such a way that they can be retrieved quickly?	
How are records used in day-to-day activities?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

XI - FINANCIAL STATUS

INDUSTRIAL AUDIT CHECK-LIST

Supervisors should be deeply involved in the financial aspects---profit and loss statements, budget and production forecast. To leave them out is to limit the amount of commitment they have, to say nothing of the knowledge they could contribute to the process. At least key inmates such as lead men should be aware of the financial situation.

ITEM	COMMENTS
Does the enterprise contribute a profit?	
Is profitability based on a full coverage of costs--salaries, raw materials, utilities, freight, equipment amortization and institution and central office overhead?	
Are supervisors aware of the financial situation?	
Are they concerned?	
If the shop is losing money?	
If yes, why?	
Do supervisors have any suggestions for increasing profitability besides raising prices?	
Does the supervisor receive periodic financial reports on his operation?	
Do the inmates know the financial situation of the plant?	
Does the supervisor participate in the development of the annual budget?	
Is there a realistic sales and production forecast for the year?	
Who makes it and on what is it based?	
Is it checked and revised periodically during the year if necessary?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

XII - PAY PLAN

INDUSTRIAL AUDIT CHECK-LIST

A pay plan should be related to productivity and should be seen by inmates as a fair one, whatever the limitations there are. Supervisors should administer a pay plan, not use it for favoritism not let it become routine. There should be adequate documentation of pay changes, and it should be shared with the inmates.

ITEM	COMMENTS
Is there a written pay plan?	
Do the inmates and supervisors understand it?	
Is the pay plan related to productivity?	
What review is made of individual inmate performance in conjunction with pay changes?	
Are there records available documenting pay changes for audit purposes?	
Do inmates perceive the plan as fair?	
Do supervisors administer the pay plan as a supervisory tool or is it routine and automatic?	
Are there other rewards for productivity besides pay?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

INDUSTRIAL AUDIT CHECK-LIST

While some aspects of the raw material control rests with the warehouse supervisor and some with the industries' manager, nevertheless, the shop supervisor has a part of the responsibility as well. Raw material inventory control is important as a cost control device.

ITEM	COMMENTS
Who is responsible for maintaining proper raw materials inventories?	
Is there a minimum-maximum inventory established for each item?	
Are ordering points clearly defined with proper lead times?	
Are these adjusted to reflect current rates of consumption and materials availability from the suppliers?	
What provision is there for disposal of obsolete materials?	

USE BACK OF SHEET FOR ADDITIONAL COMMENTS

Chapter 8

Policies and Procedures: Hennepin County Adult Corrections Facility

This chapter contains selected policies and procedures used by the Hennepin County (Minnesota) Adult Corrections Facility. The reader should note that the same two paragraphs are repeated on the first page of each standard operating procedure.

The references to "CAC" in some policies and procedures are Commission on Accreditation for Corrections Standards (which are now published by the American Correctional Association).

List of Operating Procedures Included

Customer Contact

Pricing and Bid Quotation

Work Information Sheet

Receiving

Production Scheduling

Work Stations and Materials Setup

Daily Time and Job Ticket

Daily Production Report

Production and Quality Control

Shipping

Invoicing

Cash Sales-Industry

Referring Residents

Eligibility for Industrial Employment

Classification and Hiring Process for Residents

New Employee Orientation

Training Resident Employees

Employee Work Agreement

Resident Compensation

Resident Employee Payroll

Personal Breaks

Smoking

Violation of Industry Shop Rules or Employee Work Agreement

Termination Procedures

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: CUSTOMER CONTACT		**Number:** 400-90-1	
		Effective Date: 7/8/85	
Section(s): P & S	**Reference(s):**		
Revised: 4/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To establish specific guidelines concerning who should contact customers and under what circumstances. To maintain a clear and professional line of communication with all customers. To establish a primary contact which customers can rely on for their information and problem solving. To make efficient use of time in the shop by directing all calls through one source. To avoid repeat or mis-communication internally or with customers.

B. Responsibility:

It is the responsibility of the Industrial Coordinator or Industry Program Clerk to make all customer contact with the exception of a few well defined emergency situations as described in section IV. PROCEDURES.

III. DEFINITIONS

A. Customer Contact:

Any communication with a customer including all incoming and outgoing phone calls.

Title: CUSTOMER CONTACT	**Number:** 400-90-1

B. Emergency Situation:

When a machine is down or materials have run out and a customer must be contacted immediately to get a job back in operation.

IV. PROCEDURES

A. Incoming Customer Phone Calls:

All incoming customer phone calls should be received in the sales office through extensions 227 or 241. Only these two extensions should be given out to customers so their incoming calls are funneled through the sales office.

B. Outgoing Customer Phone Calls:

All outgoing customer phone calls seeking information needed to fill a customer's order or satisfy a customer's needs (other than emergency situations) should be sought through the sales office (specifically through the Industrial Coordinator or Industry Program Clerk). They will contact the customer to acquire such information.

C. Technical Questions:

If a question is too technical to be translated through the Industrial Coordinator or Industry Program Clerk, the Supervisor of Industry can contact the customer with the knowledge of the Industrial Coordinator.

D. Emergency Situation:

If an emergency situation arises and the Industrial Coordinator or Industry Program Clerk are not available (e.g. out of the industrial complex), the Supervisor of Industry or Sr. Officer can call the customer to solve the immediate problem. When the Industrial Coordinator returns, he should be notified of the problem and corresponding conversation with the customer.

Approved: ______________________ Date: June 1, 1987
Manager of Programs and Services

Approved: ______________________ Date: 6/5/87
Superintendent, Adult Corrections

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: PRICING AND BID QUOTATION		**Number:**	400-90-2
		Effective Date:	7/8/85
Section(s): P & S	**Reference(s):**		
Revised: 4/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

The following procedures have been instituted to insure that a unit price is established and a BID QUOTATION is prepared and submitted to prospective customers. The BID QUOTATION will contain a description or method of the work to be performed; quality specifications; special material or equipment requirements; shipping arrangements and price per unit.

B. Responsibility:

The Industrial Coordinator is responsible for developing, pricing and delivering all BID QUOTATIONS in response to customer requests.

III. DEFINITIONS

A. Bid Quotation:

A quotation given to the customer which documents the price and description of the work to be performed.

B. Piece Rate Estimate:

A form used when estimating jobs, to calculate the resident pay and unit price.

C. Shrink Wrap Job Estimate:

A form used when estimating shrink wrap jobs, to calculate the resident pay and unit price.

IV. PROCEDURES

A. Gain Product Information:

Obtain from the prospective customer: sample products; quality specifications; description of work to be performed; special material or equipment requirements and provisions; shipping arrangements; and other pertinent information.

B. Establish Production Method:

In consultation with the Sr. Officer of Industry, the Industrial Coordinator will develop the production method to be used and the work station layout.

C. Conduct Time Study:

Time study prescribed production method and develop standard allowed times.

D. Piece Rate and/or Shrink Wrap Job Estimate Form:

Use formula on PIECE RATE and/or SHRINK WRAP JOB ESTIMATE form (attachment #1 and #2) to establish piece rates, determine resident pay and calculate the total cost of job to the customer.

E. Prepare Bid Quotation:

Prepare BID QUOTATION form (attachment #3) from data on PIECE RATE ESTIMATE form(s).

F. Submit Bid Quotation:

Mail or hand deliver BID QUOTATION to the company soliciting the bid. The price may initially be phoned to the customer by the Industrial Coordinator if the situation so warrants.

Approved: ______________________ Date: June 1, 1987
Manager, Programs and Services

Approved: ______________________ Date: 6/1/87
Superintendent, Adult Corrections

PIECE RATE ESTIMATE Number: 400-90-2
Attachment #1

COMPANY ______________________________ DATE ____________
ITEM ______________________________ PART NUMBER ____________
DESCRIPTION OF PART ______________________________ TASK NUMBER ____________
QUANTITY ____________

DESCRIPTION/METHOD OF WORK TO BE PERFORMED ______________________________

☐ Shrink Wrap Estm. Attached	STUDY 1	STUDY 2	STUDY 3	STUDY 4
PERSON PERFORMING WORK				
PERSON PERFORMING TEST				
LENGTH OF TEST	min. sec.	min. sec.	min. sec.	min. sec.
TOTAL SECONDS # of min. x 60 + seconds				
PERFORMANCE RATING				
AMOUNT COMPLETED				
RATED TIME TO COMPLETE ONE PIECE Div. total seconds by amount completed x performance rating				
PIECES PER MINUTE 60 sec. div. by rated time to complete one piece				
PIECES PER HOUR Pieces per min. x 50 mins.				
TOTAL WAGES PER PIECE $3.50 / Resident div. by Pieces per hour __ Res. $.				
INDUSTRY COST PER PIECE $ .50 / Resident div. by Pieces per hour __ Res. $.				
MAT'L HANDL., Q.C. COST PER PIECE Total Wages + Industry Cost div. by 2				
ACF LABOR COST PER PIECE Mat'l Handl., Q. C. Cost X 3				
SUPPLIES & MATL'S COST PER PIECE __ 2" clear tape __ Stretch wrap __ Other ____________ __ Other ____________	________ ________ ________ ________	________ ________ ________ ________	________ ________ ________ ________	________ ________ ________ ________
TOTAL COST PER PIECE ACF Labor Cost + Supplies & Mat'l Cost				

COMMENTS:

SHRINK WRAP JOB ESTIMATE

Number: 400-90-2
Attachment #2

CUSTOMER ______
ITEM ______ DATE ______
DESCRIPTION OF PART ______ PART NUMBER ______
QUANTITY ______ TASK NUMBER ___

DESCRIPTION/METHOD OF WORK TO BE PERFORMED ______

☐ Piece Rate Estm. Attached

	STUDY 1	STUDY 2	STUDY 3	STUDY 4
PIECES PER MINUTE				
PIECES PER HOUR Pieces per min. X 45 mins.				
TOTAL WAGES PER PIECE $3.50 / Resident div. by Pieces per hour [Res. $.]	____ /Res.	____ /Res.	____ /Res.	____ /Res.
INDUSTRY COST PER PIECE $ .50 / Resident div. by Pieces per hour [Res. $.]				
MAT'L HANDL., Q.C. COST PER PIECE Total Wages + Industry Cost div. by 2				
ACF LABOR COST PER PIECE Mat'l Handl., Q.C. Cost X 3				
MAINTENANCE COST PER PIECE 5% of ACF Labor Cost (or $ .005)				
SHRINK WRAP COST PER PIECE (See Below)				
SUPPLIES & MATL'S COST PER PIECE _ 2" clear tape _ stretch wrap _ other ______ _ other ______	____ ____ ____ ____	____ ____ ____ ____	____ ____ ____ ____	____ ____ ____ ____
TOTAL COST PER PIECE ACF Labor Cost + Maint. Cost + Shrink Wrap Cost + Supplies & Matl's Cost				
SETUP CHARGE PER ITEM				

L = ____ W = ____ H = ____

FILM WIDTH [L] + [H] + ____ = ____" USE ____" ROLL

FILM CUTOFF [W] + [H] + ____ = ____" CUTOFF

____ X ____ X 2 = ____ SQ. IN. of ____ ga. ____ FILM

.____ SQ. IN. X $.____ / M SQ. IN. = $.____ / PC. X 10% SCRAP = $.____ / P

COMMENTS:

Number: 400-90-2
Attachment #3

HENNEPIN

ACF INDUSTRIES
ADULT CORRECTIONS FACILITY
1145 Shenandoah Lane
Plymouth, Minnesota 55447

BID QUOTATION

COMPANY ______ DATE ______
ADDRESS ______ CONTACT ______
______ ZIP ______ PHONE ______

ITEM ______ PART NUMBER ______
DESCRIPTION OF PART ______
BLUE PRINT YES ☐ NO ☐ PRINT NUMBER ______
SPEC SHEET YES ☐ NO ☐ SPEC NUMBER ______
TYPE OF WORK ______
DESCRIPTION/METHOD OF WORK TO BE PERFORMED ______

SPECIFICATIONS ______

MATERIALS/TOOLING SUPPLIED BY ______

COMMENTS ______
LEAD TIME ______

QUANTITY ______ PRICE PER PIECE (UNIT) $ ______ TOTAL SERVICE CHARGE $ ______
DESCRIPTION OF TOOLING ______ TOOLING CHARGE $ ______
F.O.B. ______ FREIGHT CHARGE $ ______
TERMS: ______ TOTAL CHARGE $ ______

SIGNED ______ DATE ______

HENNEPIN COUNTY
an equal opportunity employer

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: WORK INFORMATION SHEET	**Number:** 400-90-3
	Effective Date: 7/25/85
Section(s): P & S	**Reference(s):**
Revised: 4/87	

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

Use a WORK INFORMATION SHEET (otherwise known as a factory work order) to provide the production department with the information needed to produce an order to customer specifications.

B. Responsibility:

The Industrial Coordinator or Sr. Industrial Production Officer (only if the Industrial Coordinator is not available) is responsible for preparing the WORK INFORMATION SHEET.

III. DEFINITIONS

A. Work Information Sheet:

A form filled out by the Industrial Coordinator which outlines all the information needed to produce an order.

IV. PROCEDURES

A. Prepare Work Information Sheet:

The WORK INFORMATION (attachment #1) is prepared after a

Purchase Order number has been issued by the customer. The BID QUOTATION and/or PIECE RATE ESTIMATE is used as a reference to fill out the WORK INFORMATION SHEET.

B. Prepare ACF Outside Project Work Order/Invoice (HC 11467):

After product is received, an ACF OUTSIDE PROJECT WORK ORDER/INVOICE (HC 11467) (attachment #2) is prepared by the Industrial Program Clerk. The ACF invoice number will be entered on the WORK INFORMATION SHEET.

C. Distribute Work Information Sheet:

The WORK INFORMATION SHEET is copied by the Industrial Program Clerk. The original remains in the sales office job tray. The copy is issued to the Sr. Industrial Production Officer.

D. Review Work Information Sheet:

The Industrial Coordinator reviews the WORK INFORMATION SHEET with the assigned Sr. Industrial Production Officers.

E. Completion of Job:

Upon conclusion of job, the Industrial Production Officer will write the word "Complete" and then date and initial the WORK INFORMATION SHEET. It will then be given to the Industrial Coordinator for approval. The Industrial Coordinator will return the WORK INFORMATION SHEET to the Industrial Program Clerk who will close out the order.

Approved: ______________________ Date: June 1, 1987
Manager, Programs and Services

Approved: ______________________ Date: 6/4/87
Superintendent, Adult Corrections

Number: 400-90-3
Attachment #1

A.C.F. INDUSTRIES

WORK INFORMATION SHEET

PAGE ____ OF ____

TASK NUMBER ________

PO # ____________ A.C.F. INVOICE # ____________ DATE ____________

COMPANY ____________ CONTACT ____________ PHONE ____________

ITEM NAME ____________ PART NUMBER ____________

ITEM DESCRIPTION ____________ TYPE OF WORK ____________

QUANTITY ________ ________ ________ ________

DUE DATE ________ ________ ________ ________

BLUE PRINT ATTACHED ☐ SPEC SHEET ATTACHED ☐

SPECIAL TOOLING REQUIRED ____________

JOB DESCRIPTION/METHOD:

JOB SPECIFICATIONS:

QUALITY STANDARDS:

SHIPPING ADDRESS:

SHIPPING INSTRUCTIONS: PICK UP ☐ DELIVERED ☐

___ TEMP. HOURLY WAGE $________ PCS. PER HOUR ________
___ PERM. HOURLY WAGE $________ EFF. DATE ______ PCS. PER HOUR ________
___ TEMP PC. RATE WAGE $________ PCS. PER HOUR ________
___ PERM PC. RATE WAGE $________ EFF. DATE ______ PCS. PER HOUR ________

ADULT CORRECTION FACILITY
1145 SHEN DOAH LANE
PLYMOUTH MN 55447
473-2800

MAKE CHECKS OUT TO **HENNEPIN COUNTY TREASURER**
MAIL TO: **GENERAL ACCOUNTING DIV ON**
A706 GOVERNMENT CENTER
MPLS., MN 55487
348-5080

OUTSIDE PROJECT WORK ORDER/INVOICE

CUSTOMER CONTACT ____________

1855

CONTACT PHONE NO. ____________ CUSTOMER P.O. NO. ____________

CUSTOMER NAME ____________ SHIP TO ____________ BILL TO ____________

JOB NAME/PIECE NAME	WORK DESCRIPTION	SURPLUS MATERIAL	REJECTS	SPOILED	PIECES IN	IN DATE	PIECES OUT	OUT DATE	PIECE WORK RATES		EXTENSION
									COUNTY	INMATE	
	TOTALS								**PAY THIS AMOUNT** ➡		

HC 11487

ORIGINAL INVOICE

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: RECEIVING		**Number:** 400-90-4 **Effective Date:** 7/23/87
Section(s): P & S	**Reference(s):** CAC: 4421-3	
Revised: 4/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or [illegible]ater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

The following procedures have been instituted to insure that the transfer of all parts and materials from the client to ACF Industries is done in a methodical, accurate and timely manner.

B. Responsibility:

Under the general supervision of the Sr. Production Officer, the assigned Industrial Production Officer is responsible for: unloading the customer's truck; verifying count and accepting custody of the parts and materials received.

III. DEFINITIONS

A. Customer's Shipping Document:

A document accompanying all goods delivered to the ACF industrial complex by a customer. This document contains a part number and or description for each part delivered as well as the respective quanity received.

Title: RECEIVING **Number:** 400-90-4

IV. PROCEDURES

A. Unload Customer's Truck:

The assigned Industrial Production Officer will unload the customer's truck.

B. Verify Product Count:

Verify the quanity for each part or material received and make note of any discrepancies on the CUSTOMER'S SHIPPING DOCUMENT. If the count can not be verified at the time of receipt, it should be noted on the shipping document that the count is unaudited.

C. Verify Product Quality:

If any quality problems or damage is observed upon receipt of the goods, this also should be noted on the CUSTOMER'S SHIPPING DOCUMENT and the Industrial Coordinator should be notified immediately.

D. Sign and Date Customer's Shipping Document:

Once the count and quality has been verified and approved, the Industrial Production Officer/Sr. Officer must sign and date the CUSTOMER'S SHIPPING DOCUMENT which gives ACF Industries official custody of the parts and materials received.

E. Distibute Customer Shipping Document:

The Industrial Production Officer will give the signed and dated CUSTOMER SHIPPING DOCUMENT to the Industrial Program Clerk.

F. Handling Discrepancies:

The Industrial Coordinator will contact the customer to discuss any discrepancies in quanity or quality.

G. Store Materials:

Materials are to be neatly stored in an appropriate area of the ACF industrial complex waiting for the job to be scheduled for production.

Approved: ______ Date: June 1, 1987
Manager, Programs and Services

Approved: ______ Date: 6/5/87
Superintendent, Adult Corrections

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title:	PRODUCTION SCHEDULING	**Number:**	400-90-5
		Effective Date:	7-8-85
Section(s): P & S	**Reference(s):**		
Revised: 4/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To set up a production scheduling procedure to assure that the customer's delivery dates are met on time and the production counts are accurate throughout the term of the order.

B. Responsibility:

The Industrial Coordinator establishes production quantities and due dates for the customer's order.

The Industrial Coordinator in consultation with the Senior Officer of Industry is responsible for scheduling the actual production of the job.

The Industrial Production Officers are responsible to see that delivery dates are met on time.

III. DEFINITIONS

A. Daily Production Summary:

A form filled out by the Industrial Production Officers to document the total daily production and accumulated production for each job.

IV. PROCEDURES

A. Assign Invoice Number:

As soon as all parts and materials are received for a given job, the Industiral Program Clerk will assign an ACF invoice number to the job and enter the number on the Work Information Sheet see attachment #1.

B. Distribute Work Information Sheet and Post Job:

The Industrial Program Clerk will return a copy of the Work Information Sheet to the Senior Production Officer and then post the job on the production scheduling board.

C. Explain Work Information Sheet:

The Industrial Coordinator will give the Work Information Sheet to the Sr. Industrial Production Officer to read and review. The Industrial Coordinator or the Supervisor of Industry if the Industrial Coordinator is not available will then explain the Work Information Sheet to the Sr. Industrial Production Officer to see that the job is clearly understood.

D. Fill Out Heading of Daily Production Summary:

The Industrial Production Officers are to fill out the heading of the Daily Production Summary, see attachment #2, and staple it to the back of the corresponding Work Information Sheet. A Daily Production Summary is to be filled out for any job estimated to take more than one day to complete...NO EXCEPTIONS. All the required information is taken off the Work Information Sheet.

E. Complete Daily Production Summary:

At the end of each production shift, the Sr. Industrial Production Officer is to completely fill out the appropriate columns on the Daily Production Summary. This information is taken from the corresponding Daily Production Report for that job.

F. Production Scheduling Board:

The same information from above will be summarized and entered on the scheduling board every weekday morning by the Industrial Program Clerk. No one is to touch the scheduling board other than the Industrial Program Clerk or Industrial Coordinator.

APPROVED: ______________________ DATE: June 1, 1987
Manager Programs & Services

APPROVED: ______________________ DATE: 6/7/87
Superintendent, Adult Corrections Facility

SOP 400-90-5 PRODUCTION SCHEDULING Attachment #1

A.C.F. INDUSTRIES PAGE ____ OF ____

WORK INFORMATION SHEET TASK NUMBER ________

PO #____________ A.C.F. INVOICE #____________ DATE ____________

COMPANY____________ CONTACT____________ PHONE ____________

ITEM NAME ____________ PART NUMBER____________

ITEM DESCRIPTION ____________ TYPE OF WORK ____________

QUANTITY ________ ________ ________ ________

DUE DATE ________ ________ ________ ________

BLUE PRINT ATTACHED ☐ SPEC SHEET ATTACHED ____

SPECIAL TOOLING REQUIRED ____________

JOB DESCRIPTION/METHOD:

JOB SPECIFICATIONS:

QUALITY STANDARDS:

SHIPPING ADDRESS: SHIPPING INSTRUCTIONS: PICK UP ☐ DELIVERED ____

____ TEMP. HOURLY WAGE $________ PCS. PER HOUR ________

____ PERM. HOURLY WAGE $________ EFF. DATE ________ PCS. PER HOUR ________

____ TEMP PC. RATE WAGE $________ PCS. PER HOUR ________

____ PERM PC. RATE WAGE $________ EFF. DATE ________ PCS. PER HOUR ________

SOP 400-90-5 PRODUCTION SCHEDULING Attachment #2

ACF INDUSTRIES

DAILY PRODUCTION SUMMARY Page ___ of ___

CUSTOMER ______________________ ITEM ______________________

CUSTOMER P.O. # ________________ ACF INVOICE # ________________

DATE	DAILY PRODUCTION	PRODUCTION TO DATE	AMOUNT READY TO SHIP	AMOUNT SHIPPED	DAT

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: WORK STATIONS AND MATERIALS SETUP		**Number:**	400-90-6
		Effective Date:	7/7/85
Section(s): P & S	**Reference(s):**		
Revised: 4/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalant minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To setup employee work stations and have all materials properly located prior to the beginning of each shift. This is to be done in accordance with the WORK INFORMATION SHEET to assure that proper production methods are maintained, inventory levels are controlled, and production schedules are met.

B. Responsibility:

Under the general supervision of the Industrial Coordinator, the assigned Industrial Production Officer will setup all work stations and have all materials available, prior to the arrival of the resident employees.

III. DEFINITIONS

A. Shift Startup:

The period of time from when the Industrial Production Officers report to work until the time the resident employees report for work.

B. Work Information Sheet:

A form filled out by the Industial Coordinator which outlines all the information needed to produce an order.

IV. PROCEDURES

A. Setup Employee Work Stations:

Use the information on the WORK INFORMATION SHEET (attachment #1) to setup the employee work stations for each job in the shop during SHIFT STARTUP. This includes setting up tables, chairs, fixtures, etc. and transporting all applicable materials to the work area.

B. Material Inventory:

The Industrial Production Officer will take a daily inventory of materials for each job to assure that materials do not run out during the shift. Report shortages of materials to the Industrial Coordinator.

C. Sample Products:

To the extent practical, provide each work station with a sample of the completed product, or where inspections are required, an example of acceptable and rejectable products.

Approved: ______________________ Date: June 1, 1987
Manager, Programs and Services

Approved: ______________________ Date: 6/5/87
Superintendent, Adult Corrections

Number: 400-90-6
Attachment #1

A.C.F. INDUSTRIES PAGE ____ OF ____

WORK INFORMATION SHEET TASK NUMBER ________

PO # ______________ A.C.F. INVOICE # ______________ DATE ______________

COMPANY ____________________ CONTACT ________________ PHONE __________

ITEM NAME ____________________________ PART NUMBER ________________

ITEM DESCRIPTION ______________________________ TYPE OF WORK __________

QUANTITY ____________ ____________ ____________ ____________

DUE DATE ____________ ____________ ____________ ____________

BLUE PRINT ATTACHED ☐ SPEC SHEET ATTACHED ☐

SPECIAL TOOLING REQUIRED ____

JOB DESCRIPTION/METHOD:

______________________________ ______________________________

______________________________ ______________________________

______________________________ ______________________________

______________________________ ______________________________

______________________________ ______________________________

______________________________ ______________________________

JOB SPECIFICATIONS:

______________________________ ______________________________

______________________________ ______________________________

QUALITY STANDARDS:

______________________________ ______________________________

______________________________ ______________________________

SHIPPING ADDRESS: SHIPPING INSTRUCTIONS: PICK UP ☐ DELIVERED ☐

__________________ ______________________________________

__________________ ______________________________________

___ TEMP. HOURLY WAGE $________ PCS. PER HOUR ______

___ PERM. HOURLY WAGE $________ EFF. DATE ______ PCS. PER HOUR ______

___ TEMP PC. RATE WAGE $________ PCS. PER HOUR ______

___ PERM PC. RATE WAGE $________ EFF. DATE ______ PCS. PER HOUR ______

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: DAILY TIME AND JOB TICKET		**Number:** 400-90-7 **Effective Date** 7/8/85
Section(s): P & S	**Reference(s):** CAC: 4413, 4421-4	
Revised: 4/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalant minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To use the DAILY TIME AND JOB TICKET to maintain complete and accurate records of the amount of time each resident employee spends on an assigned job. To insure that accurate time keeping is maintained so that employee hours and quanity produced can be properly charged to each job.

B. Responsibility:

It is the responsibility of the Industrial Production Officers to see that the DAILY TIME AND JOB TICKETS are properly used and maintained. They must see that every ticket is punched neatly by the residents. They must also fill out the ticket accurately and completly. The Industrial Production Officers are responsible to remove and transfer the individual time slips to the appropriate column of the DAILY PRODUCTION REPORT.

It is the responsibility of the Industry Program Clerk to issue DAILY TIME AND JOB TICKETS to new employees and reissue tickets to existing employees at the beginning of each new pay period.

Title: DAILY TIME AND JOB TICKET **Number:** 400-90-7

III. DEFINITIONS

A. Daily Time and Job Ticket (Form UAS 321-Attachment #2):

A time card used in conjunction with a time clock to record precise in and out work times.

B. Daily Production Report:

A form filled out by the Industrial Production Officers to document each resident's production quantities and pay on a given job.

IV. PROCEDURES

A. Fill Out Heading of Daily Time and Job Ticket:

The Industry Program Clerk will fill in the resident employee's name, employee number, and the date of the beginning of the current pay period, on the top of each DAILY TIME AND JOB TICKET. (See attachment #2) The employee's name will also be written on the back of the ticket.

B. Distribute Daily Time and Job Ticket:

The Industrial Program Clerk will distribute a DAILY TIME AND JOB TICKET to each new employee as well as to each existing employee at the beginning of each new pay period.

C. Card Racks:

The DAILY TIME AND JOB TICK will remain in the card racks by the punch clock at all times.

D. Punch Clock at Beginning of Shift:

Using the punch clock, punching from the bottom to the top, each Resident employee will neatly punch in on the DAILY TIME AND JOB TICKET at the beginning of every shift.

E. Punch Clock at End of Job:

At the conclusion of any assigned job throughout the shift, the resident employee will immediately punch out of the old job and into the new job (two punches are required for each job change).

F. Punch Clock at End of Shift:

At the end of the shift, all employees will immediately punch out of the final job they were assigned to. Employees who remained on the same job throughout the entire shift should show only two punches on their DAILY TIME AND JOB TICKET.

G. Complete Daily Time and Job Ticket:

At the end of each shift or throughout the shift, the Industrial Production Officer is to neatly and completely fill out the following information on all DAILY TIME AND JOB TICKETS:

1. Piece Rate Jobs: The number of good finished pieces completed on the job is to be entered in the column marked "Straight Time (hrs.)." The piece rate wage taken from the WORK INFORMATION SHEET, is to be entered in the column marked "Flat Rate Price." Both these figures must be entered on the proper tear off slip corresponding to the job in question.

2. Hourly Jobs: The number of total hours (rounded off to the nearest quarter hour) worked on job for that day is to be entered in the column marked "Straight Time (hrs.)." The established hourly wage taken from the WORK INFORMATION SHEET, is to be entered in the column marked "Flat Rate Price." Both these figures must be entered on the proper tear off slip corresponding to the job in question.

H. Daily Production Report:

Once the tear off slip is completely filled out on the DAILY TIME AND JOB TICKET, it is to be detached and glued on to the appropriate column of the DAILY PRODUCTION REPORT (see attachment #1). See policy for DAILY PRODUCTION REPORT for further information.

I. Turn In Daily Time and Job Ticket:

When the DAILY TIME AND JOB TICKET is completely filled up or the pay period has ended, the tickets are to be turned in to the Industry Program Clerk and new ones will be issued.

Approved: ______ Date: June 1, 1987
Manager, Programs and Services

Approved: ______ Date: 6/5/87
Superintendent, Adult Corrections

A.C.F. INDUSTRIES

DAILY PRODUCTION REPORT

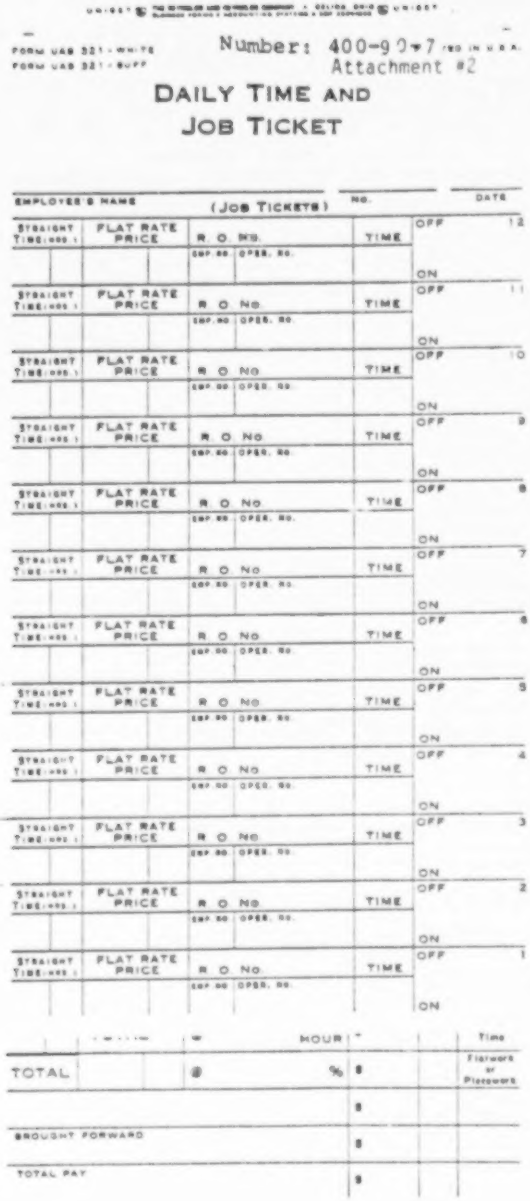
DATE__________ CUST. P.O. # __________ A.C.F. INVOICE # __________ PART # __________

DESCRIPT. __________

☐ PIECE RATE WAGE $ ________ PIECES PER HOUR EXPECTED ________ ☐ HOURLY WAGE $ ________

NAME OF RESIDENT	DAILY TIME and JOB TICKET	PIECES PRODUCED	NUMBER OF HRS.	PCS./HR.	AVERAGE WAGE/HR.
1)					
2)					
3)					
4)					
5)					
6)					
7)					
8)					

COMMENTS:



UNISET [illegible] CELINA, OHIO UNISET

FORM UAS 321 - WHITE
FORM UAS 321 - BUFF

Number: 400-90-7 PTD IN U.S.A.
Attachment #2

DAILY TIME AND JOB TICKET

EMPLOYEE'S NAME (JOB TICKETS)	NO.	DATE

STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	12
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	11
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	10
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	9
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	8
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	7
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	6
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	5
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	4
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	3
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	2
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	1
		EMP. NO.	OPER. NO.		ON	

	[illegible]	@ HOUR	$		Time
TOTAL		@ %	$		Flatwork or Piecework
			$		
BROUGHT FORWARD			$		
TOTAL PAY			$		

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: DAILY PRODUCTION REPORT		**Number:** 400-90-8
		Effective Date 7/8/85
Section(s): P & S	**Reference(s):** CAC: 4413, 4421-4	
Revised: 4/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To use a DAILY PRODUCTION REPORT to record individual resident employee production throughout a given shift. To provide an accurate and complete record of the number of hours a resident employee works at an assigned job, their respective wage, and the number of good finished pieces produced during that time. The DAILY PRODUCTION REPORT will also provide the information necessary to calculate the average pieces per hour produced by each employee as well as their average wage per hour earned.

B. Responsibility:

It is the responsibility of the Sr. Industrial Production Officers to see that the DAILY PRODUCTION REPORT is filled out neatly, accurately, and completely.

It is the responsibility of the Industrial Program Clerk to use the information on the report to calculate the number of hours worked, the average pieces produced per hour and the average pay per hour. It is also the responsibility of the Industrial Program Clerk to file the DAILY PRODUCTION REPORTS with their corresponding jobs.

It is the responsibility of the Industrial Program Clerk to see that all errors appearing on the DAILY PRODUCTION REPORT are corrected by the Industrial Production Officers.

III. DEFINITIONS

A. Daily Production Report:

A form filled out by the Sr. Industrial Production Officers to document each resident's production quantities and pay on a given job.

IV. PROCEDURES

A. Fill In Heading On Daily Production Report:

Before the beginning of each shift, the Industrial Production Officers are to completely fill in the heading of a DAILY PRODUCTION REPORT (see attachment #1) for each and every job that is going to be run in the shop that day. The information needed to fill in the heading is taken from the WORK INFORMATION SHEET for each respective job.

B. Fill in Employee's Names On Daily Production Report:

After the shift begins and employees are assigned to their jobs, the Industrial Production Officers are to immediately write each employee's name on the DAILY PRODUCTION REPORT corresponding to the job which they were assigned. This is also to be done if an employee is assigned to a different job during the shift.

C. Punching Out Of a Job:

Anytime a resident has to leave a job, that resident is to immediately punch out of the job. At that time, the Industrial Production Officer is responsible for counting the pieces the resident has completed and recording them on the DAILY PRODUCTION REPORT. At the same time, the officer must also enter the piece rate pay and number of pieces produced in the appropriate columns of the DAILY TIME AND JOB TICKET. Then the officer must tear off the time slip and glue it on the appropriate column of the DAILY PRODUCTION REPORT. If a resident returns to the job later on in the shift, start a new line on the DAILY PRODUCTION REPORT and repeat the same procedure as above.

D. Change In Personnel:

Anytime there is a change in personnel assigned to a given job (i.e. reduction, replacement or addition of people) at the time the personnel change is made, the production quantity must be immediately calculated for those residents leaving the job and a new count must begin for new residents entering the job.

Approved: ______________________ Date: June 1, 1987
Manager, Programs and Services

Approved: ______________________ Date: 6/5/87
Superintendent, Adult Corrections

A.C.F. INDUSTRIES

DAILY PRODUCTION REPORT

DATE__________ CUST. P.O. # __________ A.C.F. INVOICE # __________ PART # __________
DESCRIPT. __________

☐ PIECE RATE WAGE $ ________ PIECES PER HOUR EXPECTED ________ ☐ HOURLY WAGE $__________

NAME OF RESIDENT	DAILY TIME and JOB TICKET	PIECES PRODUCED	NUMBER OF HRS.	PCS./HR.	AVERAGE WAGE/HR.
1)					
2)					
3)					
4)					
5)					
6)					
7)					
8)					

COMMENTS:

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: DAILY PRODUCTION REPORT		**Number:**	400-90-8
		Effective Date:	7/8/85
Section(s): P & S	**Reference(s):** CAC: 4413, 4421-4		
Revised: 4/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To use a DAILY PRODUCTION REPORT to record individual resident employee production throughout a given shift. To provide an accurate and complete record of the number of hours a resident employee works at an assigned job, their respective wage, and the number of good finished pieces produced during that time. The DAILY PRODUCTION REPORT will also provide the information necessary to calculate the average pieces per hour produced by each employee as well as their average wage per hour earned.

B. Responsibility:

It is the responsibility of the Sr. Industrial Production Officers to see that the DAILY PRODUCTION REPORT is filled out neatly, accurately, and completely.

It is the responsibility of the Industrial Program Clerk to use the information on the report to calculate the number of hours worked, the average pieces produced per hour and the average pay per hour. It is also the responsibility of the Industrial Program Clerk to file the DAILY PRODUCTION REPORTS with their corresponding jobs.

It is the responsibility of the Industrial Program Clerk to see that all errors appearing on the DAILY PRODUCTION REPORT are corrected by the Industrial Production Officers.

III. DEFINITIONS

A. Daily Production Report:

A form filled out by the Sr. Industrial Production Officers to document each resident's production quantities and pay on a given job.

IV. PROCEDURES

A. Fill In Heading On Daily Production Report:

Before the beginning of each shift, the Industrial Production Officers are to completely fill in the heading of a DAILY PRODUCTION REPORT (see attachment #1) for each and every job that is going to be run in the shop that day. The information needed to fill in the heading is taken from the WORK INFORMATION SHEET for each respective job.

B. Fill in Employee's Names On Daily Production Report:

After the shift begins and employees are assigned to their jobs, the Industrial Production Officers are to immediately write each employee's name on the DAILY PRODUCTION REPORT corresponding to the job which they were assigned. This is also to be done if an employee is assigned to a different job during the shift.

C. Punching Out Of a Job:

Anytime a resident has to leave a job, that resident is to immediately punch out of the job. At that time, the Industrial Production Officer is responsible for counting the pieces the resident has completed and recording them on the DAILY PRODUCTION REPORT. At the same time, the officer must also enter the piece rate pay and number of pieces produced in the appropriate columns of the DAILY TIME AND JOB TICKET. Then the officer must tear off the time slip and glue it on the appropriate column of the DAILY PRODUCTION REPORT. If a resident returns to the job later on in the shift, start a new line on the DAILY PRODUCTION REPORT and repeat the same procedure as above.

D. Change In Personnel:

Anytime there is a change in personnel assigned to a given job (i.e. reduction, replacement or addition of people) at the time the personnel change is made, the production quantity must be immediately calculated for those residents leaving the job and a new count must begin for new residents entering the job.

Approved: ______ Date: June 1, 1987
Manager, Programs and Services

Approved: ______ Date: 6/5/87
Superintendent, Adult Corrections

A.C.F. .DUSTRIES

DAILY PRODUCTION REPORT

DATE____________ CUST. P.O. # ____________ A.C.F. INVOICE # ____________ PART # ____________
DESCRIPT. ____________

☐ PIECE RATE WAGE $ ________ PIECES PER HOUR EXPECTED ________ ☐ HOURLY WAGE $____________

NAME OF RESIDENT	DAILY TIME and JOB TICKET	PIECES PRODUCED	NUMBER OF HRS.	PCS./HR.	AVERAGE WAGE/HR.
1)					
2)					
3)					
4)					
5)					
6)					
7)					
8)					

COMMENTS:

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: PRODUCTION AND QUALITY CONTROL		**Number:**	400-90-9
		Effective Date:	7/85
Section(s): P & S	**Reference(s):** CAC 4421-4, 4421-5		
Revised: 4/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health, and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To assure that predetermined production and quality control standards are satisfied so that jobs are completed accurately and on-time.

B. Responsibility:

Under the direct supervision of the Industry Supervisor, the Industrial Production Officers are responsible for managing the resident employees to achieve their production and quality control standards on all jobs. The Industry Supervisor or the Industrial Coordinator are responsible to point out production and quality errors or discrepancies to the Industrial Production Officers. The Production Officer is responsible for maintaining quality control and standards for residents.

III. DEFINITIONS

A. Production Standards:

The established unit per hour expected to be completed by a resident on a piece rate or hourly job as specified on the Work Information Sheet (see attachment #1).

B. Production Method:

The prescribed method telling exactly how to perform a job as specified on the Work Information Sheet.

C. Quality Standards:

The standard established by the customer to satisfy proper product specifications. This includes the product itself as well as how it is packaged for shipment as specified on the Work Information Sheet.

IV. PROCEDURES

A. Read Work Information Sheet:

Before any job will begin, the Industrial Production Officers will read and understand the established production and quality control standards as specified on the Work Information Sheet.

B. Explain the Job:

The Industrial Coordinator will explain the job to the Industrial Production Officers.

C. Setup Work Station:

When a clear understanding is reached, the work station should be set up and a job can begin.

D. Monitor Production and Quality Standards:

Once a job has begun, the Industrial Production Officers are responsible to see that all residents achieve the established production quantity and quality control standards and adhere to the prescribed production method. This includes continually monitoring the job performance of each employee throughout the entire shift.

E. Count Final Production:

At the end of each shift, the production quantity of each resident must be carefully counted and recorded on the proper ACF Industries form. Only quality production should be counted and any pieces not meeting the quality standards must be re-worked by the resident at no pay as soon as time is available.

F. Review Prior Days Production:

Before each shift begins, the Daily Production Report from the prior day's shift is available for review with the Senior Officer. This will show each resident's average pieces per hour produced as well as the average pay per hour earned for any given job. If a resident did not perform up to standard during the prior days shift, the resident should receive special attention to correct the situation until proper production or quality levels are met.

APPROVED: Harry J. Lichy DATE: June 1, 1987
Manager, Program & Services

APPROVED: DATE: 6/7/87
Superintendent, Adult Corrections Facility

SOP 400-90-9 PRODUCTION & QUALITY CONTROL Attachment #1

A.C.F. INDUSTRIES PAGE ____ OF ____

WORK INFORMATION SHEET TASK NUMBER ______

PO #____________ A.C.F. INVOICE #____________ DATE ____________

COMPANY____________ CONTACT____________ PHONE ____________

ITEM NAME ____________ PART NUMBER____________

ITEM DESCRIPTION ____________ TYPE OF WORK ____________

QUANTITY ________ ________ ________ ________

DUE DATE ________ ________ ________ ________

BLUE PRINT ATTACHED ☐ SPEC SHEET ATTACHED ☐

SPECIAL TOOLING REQUIRED ____________

JOB DESCRIPTION/METHOD:

JOB SPECIFICATIONS:

QUALITY STANDARDS:

SHIPPING ADDRESS: SHIPPING INSTRUCTIONS: PICK UP ☐ DELIVERED ☐

___ TEMP. HOURLY WAGE $________ PCS. PER HOUR ______

___ PERM. HOURLY WAGE $________ EFF. DATE ______ PCS. PER HOUR ______

___ TEMP PC. RATE WAGE $________ PCS. PER HOUR ______

___ PERM PC. RATE WAGE $________ EFF. DATE ______ PCS. PER HOUR ______

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title:	SHIPPING	**Number:**	400-90-10
		Effective Date	7/23/85
Section(s):	P & S	**Reference(s):**	CAC: 4421-3
Revised:	4/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised, if needed.

II. RESPONSIBILITY

A. Purpose:

To maintain a systematic process of counting, packaging and documenting finished goods in preparation for shipment to customer. To properly transfer custody of finished goods from ACF Industries to the customer.

B. Responsibility:

It is the responsibility of the Industrial Production Officers to see the final product is correctly packaged. They must also accurately count the product, prepare the SHIPPING ORDER (HC11467A ATTACHMENT #2) and load the product on the customer's truck.

III. DEFINITIONS

A. Work Information Sheet:

A form filled out by the Industrial Coordinator which outlines all the information needed to produce an order.

B. ACF Packing Slip (HC11472 Attachment #3):

A self-adhesive slip filled out by the assigned Quality Control Resident and attached to shipping carton. The slip describes the contents of the shipping carton.

C. ACF Shipping Order (HC11467A Attachment #2):

A document filled out by the Industrial Production Officer which describes the contents of the order to be shipped.

IV. PROCEDURES

A. Packaging:

The order will be packaged according to the instructions on the WORK INFORMATION SHEET (Attachment #1).

B. Count Finished Product:

Where applicable, an ACF PACKING SLIP (HC11472 ATTACHMENT #3) showing an accurate product description and count will be attached to each and every shipping container. If the packing slip is not used, a count should be written on every shipping container.

C. Fill Out ACF Shipping Order (HC11467A Attachment #2):

As soon as the counting and packaging of an order (or partial order to be released for shipment) is complete, an ACF SHIPPING ORDER (HC11467A) (Attachment #2) should immediately be filled out. The SHIPPING ORDER (HC11467A) should include the following information: 1). Heading completely filled out. 2). Product description and part number. 3). Description of the work which was performed. 4). Accurate count of all the product to be shipped including a breakdown of the number of boxes, skids, etc. to be shipped and a list of surplus material.

D. Verify Accuracy Of ACF Shipping Order (HC11467A):

The Sr. Industrial Production Officer who fills out the SHIPPING ORDER (HC11467A) should initial and date the order (at the bottom of the form), to verify the accuracy of the report.

E. Attach ACF Shipping Order (HC11467A) To Load:

The SHIPPING ORDER (HC11467A) should be visibly stapled to the load to await arrival of the customer for pickup.

F. Notify Customer That Order Is Ready For Pickup:

The Industrial Program Clerk should be notified that the order is ready for pickup so the customer can be called.

G. Load Truck:

When the customer arrives for pickup, the truck shall be loaded by assigned Industrial Staff personnel.

H. Signing and Dating ACF Shipping Order (HC11467A):

The SHIPPING ORDER (HC11467A) should be dated by the Industrial Production Officer who loaded the truck. The Officer is also responsible to see that the SHIPPING ORDER (HC11467A) is signed and dated by the customer picking up the product.

I. Return ACF Shipping Order To Industry Program Clerk:

The Sr. Industrial Production Officer will return the SHIPPING ORDER (HC11467A) to the Industrial Program Clerk.

J. Transfer Of ACF Shipping Order (HC11467A):

The back yellow page of the SHIPPING ORDER (HC11467A) is to be given to the customer and the front white page is given to the Industrial Coordinator for approval.

Approved: Harry J.
Manager, Programs and Services
Date: June 1, 1987

Approved: Sigmund
Superintendent, Adult Corrections Facility
Date: 6/4/87

HENNEPIN COUNTY ACF INDUSTRIES
1145 SHENANDOAH LANE
PLYMOUTH, MN 55447
475-4227

MAKE CHECKS OUT TO **HENNEPIN COUNTY TREASURER**
MAIL TO **GENERAL ACCOUNTING DIVISION**
A706 GOVERNMENT CENTER
MPLS., MN 55487
348-5080

SHIPPING ORDER

CUSTOMER CONTACT ______ No ______

CONTACT PHONE NO ______ CUSTOMER P.O. NO ______

CUSTOMER NAME ______

SHIP TO ______

BILL TO ______

JOB NAME/PIECE NAME	WORK DESCRIPTION	SURPLUS MATERIAL	REJECTS	SPOILED	PIECES IN	IN DATE	PIECES OUT	OUT DATE	
HC 11487A (7/84)	**TOTALS**							PAY THIS AMOUNT ➧	

SHIPPING COPY

SOP 400-90-10
Attachment #3

PACKING SLIP
A.C.F. INDUSTRIES

QUANTITY

Customer

Customer Part #

Product/Description

Company P.O. # ACF P.O. #

Service Performed

Completed by Date Completed

Inspected by

Counted by

HC 11472

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: INVOICING		**Number:** 400-90-11
		Effective Date: 7/8/85
Section(s): P & S	**Reference(s):** CAC: 4421-3	
Revised: 4/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised, if needed.

II. RESPONSIBILITY

A. Purpose:

ACF Industries will invoice customers on a regular basis for work performed in order to be justly compensated for services rendered or products produced.

B. Responsibility:

Under direct supervision of the Industrial Coordinator, the Industry Program Clerk will invoice customers, maintain a record of accounts receivable and work in conjunction with Hennepin County General Accounting.

III. DEFINITIONS

A. Outside Project Work Order/Invoice (HC11467)Attachment #1:

A dual purpose form consisting of the working documentation of a customer's order and the invoice for said work.

B. Cash Receipt Transmittal Slip (HC505)

A form prepared by Hennepin County General Accounting that indicates receipt of monies to the Hennepin County treasury.

C. Hennepin County Journal Entry (HC507) Attachment #2:

A form used to designate paper transfers of monies to appropriate Hennepin County accounts.

D. Hennepin County Preliminary Cash Receipts Journal:

A monthly computer run from Hennepin County General Accounting that lists the accounts receivable status of various Hennepin County accounts.

IV. PROCEDURES

A. Prepare Invoice:

The Industry Program Clerk on a regular basis prepares invoices for completed orders.

1. Gather Documentation: The Outside Project Work Order/Invoice, receiving documents, shipping documents, bid quotation, and miscellaneous documentation pertinent to the job are assembled and used to compute and prepare the invoice.
2. Mail Documents To Customer: Two copies (pink and yellow) of the Outside Project Work Order/Invoice and copies of back-up documents (if needed) are mailed to the customer.
3. Prepare Hennepin County Journal Entry: The Hennepin County Journal Entry (Attachment #2) is prepared and forwarded to Hennepin County General Accounting with appropriate documentation.
4. Update Records and File Documents: All appropriate logs and records are updated and pertinent documents filed.

B. Post Information From Cash Receipt Transmittal Slips:

The Industry Program Clerk upon receipt of Cash Receipt Transmittal Slips from Hennepin County General Accounting will post the appropriate information and update all pertinent records.

C. Verify Accounts Receivables:

The Industry Program Clerk upon receipt of the Preliminary Cash Receipt Journal will verify all activity pertaining to the ACF Industries accounts receivable.

1. Notify Hennepin County General Accounting Of Discrepancies: Hennepin County General Accounting will be notified of any discrepancy in the Hennepin County Preliminary Cash Receipt Journal.

APPROVED: ______________________________ DATE: June 1, 1987
Manager, Programs And Services

APPROVED: ______________________________ DATE: 6/7/87
Superintendent, Adult Corrections Facility

ADULT CORRECTION FACILITY
1145 SHENANDOAH LANE
PLYMOUTH, MN 55447
473-2800

MAKE CHECKS OUT TO **HENNEPIN COUNTY TREASURER**
MAIL TO **GENERAL ACCOUNTING DIVISION**
A706 GOVERNMENT CENTER
MPLS., MN 55487
348-5080

OUTSIDE PROJECT WORK ORDER/INVOICE

1855

CUSTOMER CONTACT ____________

CONTACT PHONE NO ____________ CUSTOMER P.O. NO ____________

CUSTOMER NAME ____________

SHIP TO ____________

BILL TO ____________

JOB NAME/PIECE NAME	WORK DESCRIPTION	SURPLUS MATERIAL	REJECTS	SPOILED	PIECES IN	IN DATE	PIECES OUT	OUT DATE	PIECE WORK RATES		EXTENSION
									COUNTY	INMATE	
	TOTALS								PAY THIS AMOUNT		

HC 11487

PROJECT . .ATISTICS

SOP 400-90-11 INVOICING Attachment #2

TRANSACTION
450

HENNEPIN COUNTY JOURNAL ENTRY

ACCOUNTING DATE			NUMBER
MONTH	DAY	YEAR	

LINE	ACCOUNTING CODE BLOCK					AMOUNT		ACCOUNT NAME
	FUND	ORGAN	PROJECT		ACCOUNT	DEBIT	CREDIT	
				PROGRAM				
01								
02								
03								
04								
05								
06								
07								
08								
09								
10								
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12								
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15								
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17								
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19								
20								

EXPLANATION:

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: CASH SALES - INDUSTRY		**Number:**	400-90-12
		Effective Date	7/85
Section(s): P & S	**Reference(s):** CAC: 4037, 4038 4421-3		
Revised: 4/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reveiwed annually and revised as necessary.

II. RESPONSIBILITY

A. Purpose:

ACF Industries will adhere to a consistent procedure for making cash sales of industry products in the ACF Industrial Complex. All cash transactions will be carefully documented and recorded.

B. Responsibility:

It is the responsibility of all Industrial Staff members to familiarize themselves with this procedure.

Primary responsiblity for acceptance of cash payments and issuing of receipts rests with the Supervisor of Industry or designee.

The Industry Program Clerk will maintain a record of all Industry Cash Sales and transfer monies collected and receipts to the ACF Intermediate Account Clerk.

best copy available

III. DEFINITIONS

A. Cash Sale:

Any cash or check transaction made in the ACF Industrial Complex for the purchase of goods produced by ACF Industries.

B. Cash Receipt Book:

A receipt book containing numbered receipts in triplicate (white, yellow and pink copies) to be used for recording and documenting all cash sales transacted in the ACF Industrial Complex.

IV. PROCEDURES

A. Assign Identification Numbers To Products:

When practical, manufactured goods (e.g. picnic tables) should be marked with an identification number as they are produced, to be referenced when filling out cash receipts. Items such as scrap wood, shavings, etc., do not require identification numbers. The identification numbers should be assigned in sequential order using a separate set of numbers for each different product line manufactured.

B. Payment By Personal Check:

All personal checks received by customers are to be made out to Hennepin County Treasurer.

C. Prepare Cash Receipt:

The Supervisor of Industry or designated Industrial Production Officer will accept cash payments from customers and fill out a Cash Receipt (see Attachment #1).

The Cash Receipt must contain the following information:

1. Date: The actual date that the cash transaction takes place and the Cash Receipt is issued to the customer.
2. Cash Amount: The purchase price of the product sold along with the check number if a personal check is received.
3. Customer Name: The full name of the customer who is receiving the product and making the cash payment.
4. Customer Address: The complete address of the customer who is receiving theproduct and making the cash payment.

Title: CASH SALES - INDUSTRY	**Number:** 400-90-12

5. Product Identification Number: If the product is of a type that can be identified by a sequential identification number (e.g. picnic table), that number is to appear on the Cash Receipt.

6. Signature of Officer: The signature of the Industrial Area Supervisor or designated Industrial Production Officer who issues the Cash Receipt to the customer.

D. Distribution of Cash Receipts:

The Cash Receipt used for Industry Cash Sales will be a sequentially numbered form in triplicate consisting of a white, yellow and pink copy. The Cash Receipts are distributed as follows:

1. White Copy: The White (top) Cash Receipt is given to the customer when the cash transaction takes place.

2. Yellow Copy: The Yellow (middle) Cash Receipt is given to the Industry Program Clerk by the Production Supervisor or designee.

3. Pink Copy: The Pink (bottom) Cash Receipt remains in the receipt book.

4. Filing: After all Cash Receipts in a book are used, a new book should be started and the old receipt book will be kept on file in the Industry Sales Office by the Industry Program Clerk.

E. Transfer of Monies Collected:

All monies received from customers along with the corresponding yellow Cash Receipt from each transaction, are to be given to the Industry Program Clerk every day before 3:45 p.m. At 4:00 p.m. each afternoon, the Industry Program Clerk will transfer all monies collected and yellow Cash Receipts issued, to the ACF Intermediate Account Clerk in the front office.

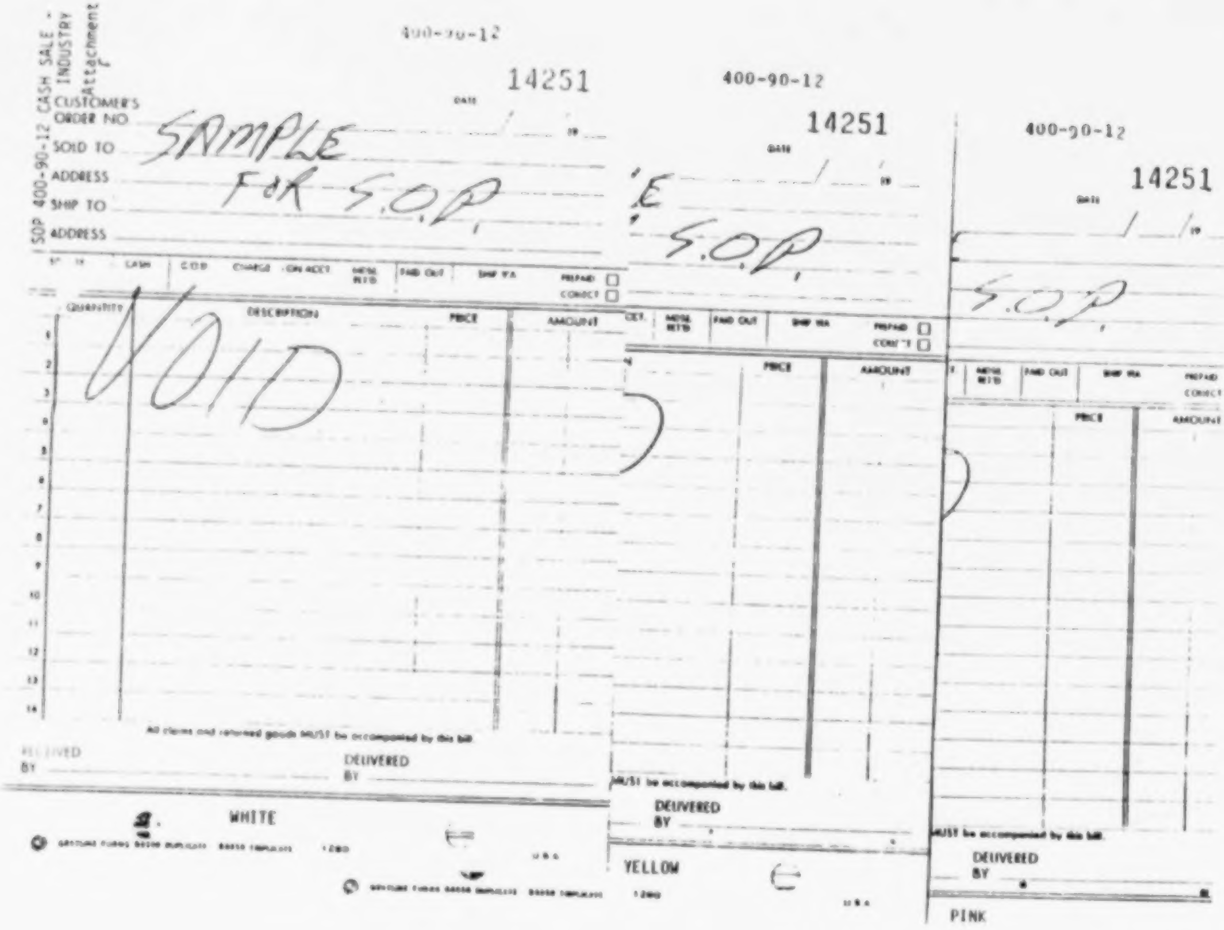
F. Maintain Record of Cash Sales:

The Industry Program Clerk will maintain a record of all cash sales transacted in the Industrial Complex. Separate records will be kept for each product line sold. The date of sales, Cash Receipt number, product I.D. number, and amount of cash received for each transaction will be recorded.

APPROVED: Harry J. Lichy DATE: June 1, 1987
Manager, Programs & Services

APPROVED: Sigmund DATE: 6/7/87
Superintendent, Adult Corrections Facility

SOP 400-90-12 CASH SALE - INDUSTRY
Attachment #
F



400-90-12

14251

CUSTOMER'S ORDER NO. ______ DATE __/__ 19__

SOLD TO SAMPLE

ADDRESS FOR S.O.P.

SHIP TO

ADDRESS

CASH | C.O.D. | CHARGE | ON ACCT. | MDSE. RET'D | PAID OUT | SHIP VIA | PREPAID ☐ COLLECT ☐

QUANTITY	DESCRIPTION	PRICE	AMOUNT
1	VOID		
2			
3			
4			
5			
6			
7			
8			
9			
10			
11			
12			
13			
14			

All claims and returned goods MUST be accompanied by this bill.

RECEIVED BY ______ DELIVERED BY ______

WHITE

400-90-12

14251

YELLOW

400-90-12

14251

PINK

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: REFERRING RESIDENTS		**Number:** 400-92-1
		Effective Date: 7/9/85
Section(s): P & S	**Reference(s):** CAC: 4421-2	
Revised: 12/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female Residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised as necessary.

II. RESPONSIBILITY

A. Purpose:

To evaluate all requests for industrial employment. To screen all Residents requesting industrial employment to assure that basic eligibility requirements are met.

B. Responsibility:

Under the general supervision of the Program and Services Manager, the Industrial Coordinator or Industrial Area Supervisor is responsible for determining if basic eligibility requirements for industrial employment are met by Residents seeking employment. The Resident's Counselor, Classification Supervisor or Work Supervisor is responsible for recommending a Resident for possible employment in the Men's Unit. The Industrial Program Clerk is responsible for processing paperwork and maintaining files/records associated with referring Residents for industrial employment.

III. DEFINITIONS

A. Request For Industrial Employment:

A form used in the referral process when a resident requests industrial employment. (See attachment #1)

B. ACF Industries Job Application:

A form filled out by all residents who wish to be employed in the ACF Industry program.

C. Eligibility For Industrial Employment:

See Eligibility for Industrial Employment SOP 400-92-2.

IV. PROCEDURES

A. Initiate Request For Industrial Employment:

Counselor, Classification Supervisor, or Social Work Supervisor may initiate a REQUEST FOR INDUSTRIAL EMPLOYMENT at daily classification meeting for a resident providing that the resident has at least ten (10) days remaining in sentence. Female residents have to have served at least one week in the Women's residence and are referred by Counselor or Supervisor.

B. Give Request To Industry Program Clerk:

When initiated by the Work Crew Supervisor or resident, or Counselor, the request form is sent to the Classification Team. The classification process will be reinitiated. (Attachment #1)

C. Note Reasons For Rejection On Request:

If a resident is not approved by any party involved in the classification process a comment stating and justifying the rejection will be noted.

D. Classification Team Approval:

The Classification Supervisor upon the approval of the Classification Team will make the appropriate work assignment.

E. Place Residents Who Passed Test on Waiting List For Hiring:

If the resident is qualified and is approved by the classification staff, they will be placed on a chronological waiting list and hired as soon as a job opening becomes available, providing the resident meets all of the basic eligibility criteria.

F. Transfer to Pallet Shop:

Residents that are eligible for employment will be transferred to Wood Product Operations from chronological waiting list as job opportunities become available. If they are able to demonstrate that they have the skills to be employed in Industry they will be transferred as job opportunities are available.

G. Fill Out ACF Industries Job Application:

When the resident reports to the Industrial area they will be asked to fill out an ACF Industries Job Application (see attachment #2) distributed by the Industrial Program Clerk.

APPROVED: ______________________ DATE: Jan 15, 1988
Manager, Programs & Services

APPROVED: ______________________ DATE: 1/21/88
Superintendent, Adult Corrections Facility

Number: 400-92-1
Attachment #1

REQUEST FOR INDUSTRIAL EMPLOYMENT

____
DATE

______________________________ ____________ ____________________
RESIDENT'S NAME CELL NUMBER SOCIAL SECURITY NO.

would like to be employed in the Adult Corrections Facility Industrial Program. His/her out date is ________________________. He/She has been employed on the ____________________ (NAME OF CREW) since ________________________ (DATE).

I recommend that a screening interview be conducted by the Industrial Staff for possible employment in the Industrial Area.

REFUSED ☐ APPROVED ☐ ____________________________
WORK CREW SUPERVISOR

REFUSED ☐ APPROVED ☐ ____________________________
SPECIAL SERVICES COUNSELOR

REFUSED ☐ APPROVED ☐ ____________________________
CLASSIFICATION SUPERVISOR

PLEASE RETURN TO INDUSTRY STAFF

COMMENTS: ____

____

____

____

____

____

Revised 6/25/84

Number: 400-92-1

HENNEPIN COUNTY A.C.F. INDUSTRIES Attachment #2

JOB APPLICATION

PERSONAL INFORMATION

NAME: ______________________ DATE OF BIRTH: ______________

PERMANENT STREET ADDRESS: ______________________________

CITY: ______________ STATE: ____________ ZIP: ____________

TELEPHONE NUMBER: ______________ SOCIAL SECURITY NUMBER: ______________

EDUCATION

Circle highest grade completed: 1-6 7 8 9 10 11 12 GED 13 14 15 16

Name of school last attended: ______________________ Date: ______________

List any business, vocational school, or college attended.

Name of School	Dates attended	Graduated	Name of Degree
1) ______________________	From ______ To ______ Mo. Yr. Mo. Yr.	☐ Yes ☐ No	______________
2) ______________________	From ______ To ______ Mo. Yr. Mo. Yr.	☐ Yes ☐ No	______________

MILITARY SERVICE

Branch of Service: ______________ Date of Entry: ____________ Date of Discharge: ____________

Type of Discharge: ______________________ Rank at Discharge: ______________

SKILLS CHECKLIST

(Check Duties You Have Performed)

☐ Electronic Scale Operator

☐ Heat Sealer Operator

☐ L-Bar/Shrink Wrap Machine Operator

☐ Belt Sander Operator

☐ Drill Press Operator

☐ Band Saw Operator

☐ Micro Fiche Copier

☐ Carpentry

☐ Shipping/Receiving

☐ Quality Control

☐ Assembly Line Work

☐ Packaging

Number: 400-92-1
Attachment #2
Page 2 of 2

EMPLOYMENT HISTORY

List below your complete work experience, military service, etc. for the past 5 years. C
your present or most recent employment first.

DATE EMPLOYED	EMPLOYERS NAME AND ADDRESS	WORK PERFORMED
From Month Year To Month Year SALARY Starting Last	NAME ADDRESS CITY & STATE YOUR IMMED. SUPER. REASON FOR LEAVING	YOUR TITLE WORK PERFORMED
From Month Year To Month Year SALARY Starting Last	NAME ADDRESS CITY & STATE YOUR IMMED. SUPER. REASON FOR LEAVING	YOUR TITLE WORK PERFORMED
From Month Year To Month Year SALARY Starting Last	NAME ADDRESS CITY & STATE YOUR IMMED. SUPER. REASON FOR LEAVING	YOUR TITLE WORK PERFORMED

SPECIAL INTERESTS:

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: ELIGIBILITY FOR INDUSTRIAL EMPLOYMENT		**Number:** 400-92-2	
		Effective Date: 7/9/85	
Section(s): P & S	**Reference(s):**	CAC: 4421-2 SOP: 100-20-2	
Revised: 12/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female Residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to, or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimal federal, state, and local work, health and safety standards and the assigned work performed will meet realistic workload standards.

This policy will be reviewed annually and revised as necessary.

II. RESPONSIBILITY

A. Purpose:

To have clear and concise eligibility criteria to be used to evaluate all Residents seeking industrial employment.

B. Responsibility:

Under the general supervision of the Programs and Services Manager, the Industrial Coordinator will be responsible to see that all Residents seeking employment will be properly evaluated according to the current eligibility criteria established by this institution. The Classification Supervisor will determine whether or not a Resident seeking industrial employment meets the eligibility criteria outlined in section IV., PROCEDURES.

III. DEFINITIONS

None

IV. PROCEDURES

A. Basic Criteria For Eligibility For Industrial Employment (6-25-84):

1. Minimum of Ten (10) Days Remaining on Sentence: A resident must have a minimum of 10 days left to serve on his/her sentence from the date they are to be offered employment.

2. A Federal Sentence Resident: A resident who is serving a federal sentence must be paid a minimal wage and is eligible for the Adult Corrections Facility Industrial Program, but not for assignment in pallet productions.

3. Work Assignment Within Institution: Male residents eligibility for Industry Program will be determined by Classification Team. They will be referred to Industry Area and placed in industry jobs as the jobs become available. Female residents have to serve one week at ACF prior to employment in Industrial Programs.

4. Social Security Number: A resident must have and know his/her social security number before eligibility for the Adult Corrections Facility Industrial Program.

5. Cannot be Serving a Sentence For an Assaultive Sex or Violence Related Crime: A resident must not be serving a sentence for an assaultive sex or violent related crime or have a history of sexually aggressive charges. (Not all aggravated violations are necessarily to be considered violent charges. See Section B-2.)

6. Approval of Staff: A resident must me approved by his/her Counselor, Work Crew Supervisor, and Classification Supervisor as well as approval from the Medical Department. This approval is secured and dealt with by the Classification Team.

B. Detail of Offenses Effecting Eligibility:

Each case will be reviewed on its own merit. The nature of the act or crime and personal history of the individual will be considered in making a final determination.

1. Offenses that exclude eligibility in to the Industry Program:

   a. Serious contraband, i.e. drugs, weapons or tools.

   b. Violent acts, i.e. assault, fights, robbery (If a weapon was used), sexual assault, etc.

   c. Attempted escape or escape from A.C.F. custody (This includes not returning from A.C.F. furlough, Work Release, A.C.F. grounds).

Note: The offense of selling drugs falls under the discretion of the Classification Team as to the question of eligibility of a resident.

2. Offenses that do not exclude eligibility into the Industry Program:

   a. Theft, burglary, simple robbery
   b. Disorderly conduct, simple assault
   c. Prostitution, voyeurism, intra-familial sex, and domestic abuse (such as incest).
   d. Walk away from treatment outside of A.C.F. jurisdiction.

C. Role of Classification Team:

As a routine part of the referral process for residents seeking industrial employment, the Classification Team will screen each and every applicant to see that they meet the eligibility requirement outlined in Section IV., Procedures.

D. Resident Protests:

Any questions, concerns or protests from any of the residents or staff involved in the referral process regarding a resident's eligibility, will be directed to the Industrial Manager. Each case will be reviewed on its own merit. The nature of the act or crime and personal history of the individual will be considered in making a final determination. The Manager of Programs & Services will meet with the Managers of Men's or Women's Section in making final decision regarding disputed eligibility.

APPROVED: ______________________ DATE: Jan 15, 198
Manager, Programs & Services

APPROVED: ______________________ DATE: 1/21/88
Superintendent, Adult Corrections Facility

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: CLASSIFICATION & HIRING PROCESS FOR RESIDENTS		**Number:**	400-92-3
		Effective Date	7/23/85
Section(s): P & S	**Reference(s):** CAC: 4421-2, 4421-4		
Revised: 12/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experinece in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state, and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised as necessary.

II. RESPONSIBILITY

A. Purpose:

To adopt a fair and consistent hiring process which offers equal opportunity to all residents who apply and qualify for the Industry Program. To hire new resident employees into the Industry Program who meet the basic eligibility criteria for industrial employment. All hiring will be done in response to employment needs determined by the ACF Industries staff.

B. Responsibility:

It is the responsibility of the Industry Supervisor or the Industrial Coordinator to decide when new employees should be hired. The Industry Supervisor or the Industrial Coordinator will inform the Industrial Program Clerk of how many residents needed and what their start date should be.

It is the responsibility of the Program Clerk to notify the Classification Supervisor and the appropriate staff of when these residents are to begin work so that they can be transferred to Industry cells. It is the responsibility of the Duty Officer to see that residents are transferred to Industry cells on time so that they can begin work on their scheduled day.

It is the responsibility of the Classification Team to determine eligibility for employment of male residents via the Classification Team process.

It is the responsibility of the Corrections Officer Supervisor of women's unit to determine eligibility for female employees.

III. DEFINITIONS

Classification Team

The Classification Team is made up of the Correctional Officer Supervisor for Classification, the Medical Supervisor, the Counseling Supervisor and the Industry Clerk. The Classification Team meets daily, Monday through Friday, to review each new resident and resident employment request to determine proper classification and eligibility.

IV. PROCEDURE

A. Classification:

1. The Classification Team consisting of the Correctional Officer, Classification Supervisor, the Supervisor of Counseling, the Medical Supervisor and the Clerk of Industry meet Monday through Friday mornings.

2. The Supervisor of Counseling presents a list of residents that are taken from the orientation roster. Residents are deleted from the list if they don't meet the minimum requirements for eligibility (SOP 400-92-2).

   a. Length of Stay: Must have minimum of 10 days remaining on sentence.

   b. Sentence: Must not be serving a sentence for an Assaultive, Sex or Violent related crime.

   c. Pending Criminal Charge: Must not have pending criminal charges or holds on record.

   List of residents requesting work are also added to list of residents to be considered.

3. The list is compiled and is incorporated into an Alpha Roster. (Attachment #1) The Industry Clerk places all names on the computer on a daily basis. The names are available via an Alpha Roster and chronological roster.

4. The names of the resident is given to each member to investigate the person's eligibility in light of criteria.

   a. The Classification Supervisor checks on security issues, charges, past history and holds.

   b. The Counseling Supervisor checks with the resident's counselor regarding treatment plan, attitudes, adjustments and other personal issues.

   c. The Supervisor of the Medical Unit checks on the medical condition regarding problems that would hinder participation in Industry.

   d. The Industry Clerk checks on past work record in Industry.

5. Finalization of Resident's Eligibility

   a. Each member of the team reports to the team their findings and recommends approval or disapproval. A disapproval from any of the team makes the person ineligible. The recommendations of each member is recorded on the Alpha Roster. A person may be held over to be reviewed at a later date. The date of review will be noted. (Attachment - Out-side Clearance by Alpha)

   b. Residents that are approved are placed on a chronological roster for job placement.

   c. If any member of the team does not agree with the decision of the other members of the team, the name and reasons for disagreement are given to the Manager of Programs and Services and Men's Unit. The Managers will make the final decisions.

   d. Following each meeting the Industry Clerk will record all actions on the computer and will enter all new names. The computer will prepare a daily Alpha and Chronological Roster.

B. Assignment to Industry

   1. Make decisions to hire new resident employees:

      The Industry Supervisor or the Industrial Coordinator makes the decision to hire new resident employees based on production needs and informs the Industrial Program Clerk and the Classification Supervisor of how many residents are to be hired and when they should begin work.

2. The Classification Supervision will on a daily basis make assignment to Industry from the chronological roster those residents who are eligible. If there is a full contingency of residents to do the work, the Classification will assign resident to Wood Working Unit to wait for the next opening. When no openings are available residents will be placed on the chronological waiting list and placed on an inside crew.

C. Verify Remaining Length of Sentence:

The Industrial Program Clerk chronologically checks the list of residents in the hold file to make sure they have at least ten(10) days remaining on their sentence. If the files show that a resident has less than ten days remaining, the Industrial Program Clerk will phone the assigned Counselor to verify the information. If the Counselor agrees with our files, the resident will not be hired.

Approved: ______________________ Date: [illegible] 15, 198[illegible]
Manager of Programs and Services

Approved: ______________________ Date: 1/21/88
Superintendent, Adult Corrections

SOP 400-92-3 Attachment #1
CLASSIFICATION & HIRING PROCESS FOR RESIDENTS

OUTSIDE CLASSIFICATION

LAST NAME	FIRST N.	CELL	OUTDATE	COUN	DATE	APP	SEC	PRO	MED	ASSIGN	HOLD	REVIEW

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: NEW EMPLOYEE ORIENTATION		**Number:**	400-92-4
		Effective Date:	7/23/85
Section(s): P & S	**Reference(s):**		
Revised: 5/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facilty shall provide meaningful work experiences in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevelant minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To provide a brief orientation program for all new first day employees entering the Industrial Program. To orient employees to the rules, regulations, and safe work habits that must be followed in the Industrial Program. To have the employees sign a form confirming their understanding of all industry shop rules and the employee work agreement.

B. Responsibility:

It is the responsibility of the Senior Officer of Industrial or Woodwork Area to conduct the orientation program for all new first day employees.

III. DEFINITIONS

A. Industry Area Security Rules:

Security rules which must be read and followed by all resident employees.

B. Industry Area General Rules and Regulations:

General Industry Area rules and regulations which must be read and followed by all resident employees.

C. Employee Work Agreement:

An agreement that outlines the conditions of employment which must be read and followed by all resident employees.

D. Sign-Off Sheet:

The form which is signed by all new resident employees acknowledging their understanding of the rules, regulations, and conditions of employment with ACF Industries and Woodworking.

E. W-4 Income Tax Form:

The form which must be filled out by all new resident employees to declare their income tax deductions.

F. Daily Time and Job Ticket Card:

A time card used in conjunction with a time clock to record precise in and out work times.

IV. PROCEDURES

A. Have Residents Read Shop Rules:

Each new resident employee will be given copies of the Industry Area Security Rules (attachment #1), General Rules (attachment #2), and Employee Work Agreement (attachment #3) to read.

B. Explain Shop Rules to Residents:

The Senior Officer of each work area will explain the rules, regulations, and expectations of ACF Industries and Woodworking to each new resident employee on their first day of employment. They will also answer any resident questions or concerns.

C. Discuss Safe Working Habits:

The Senior Officer of the work area will discuss the importance of safe working habits and explain the safe use of the equipment in the shop as well as the need to wear safety protection devices (i.e. safety glasses, ear plugs, etc.) if required.

D. Sign-Off Sheet:

The resident employee will sign the Sign-Off Sheet (attachment #4) to acknowledge their clear understanding of all rules applying to ACF Industries. The Industrial area Senior Officer will initial

E. Fill Out W-4 Income Tax Form:

Each new resident employee will fill out and sign a W-4 Income Tax Form (attachment #5).

F. Social Security Number:

Each new resident employee must know their social security number before they can begin employment .... no exceptions.

G. Punch Clock and Time Card:

Each new resident employee will be shown how to operate the punch clock and how to be accountable for the neatness of their Daily Time and Job Ticket Card (attachment #6).

H. Job Assignment:

After orientation is completed, the resident employee will be thoroughly trained into their first job assignment.

I. Two (2) Week Probationary Period:

During the first two (2) weeks of employment, all new resident employees will receive special attention until it is shown that the expectations of ACF Industries and Woodworking are clearly understood.

APPROVED: Harry J. [illegible]
Programs and Services Manager
DATE: June [illegible]

APPROVED: Sigmund [illegible]
Superintendent, Adult Corrections Facility
DATE: 1/21/88

SOP 400-92-4 NEW EMPLOYEE ORIENTATION

INDUSTRY SHOP SECURITY RULES

Attachment #1

1. Residents will remain in authorized work areas.
2. Residents are not allowed outside the shop area without prior permission of one of the correctional officers in the Industry.
3. Residents are not permitted to use any manufactured piece-work or other material for barter or trade.
4. Residents are not permitted to remove any materials or tools from the workshop. All materials and tools will be considered contraband if found in one's possession outside of the shop.
5. Male and female residents will be fully clothed for the entire work day and will wear appropriate clothing including; shirt, long pants and shoes.
6. Each resident is permitted one (1) 10 minute phone call on each working day. Residents are not to go to the phone unless told to do so by an Officer. The phone will be shut off at 5:00 pm sharp. A sign-up sheet for the phone will be posted. Abuse of phone regulations will result in loss of phone privileges and possible termination. Special arrangements may be made through one of the correctional officers in the Industry Shop for a special call.
7. When returning to the main institution, residents will remain in the Pallet Shop washroom area until the Officer has confirmed the head count.
8. All institutional rules and regulations are to be followed, both inside the main facility and in the workshop!!

Number: 400-92-4

Attachment #2

INDUSTRY SHOP GENERAL RULES

RULES AND REGULATIONS

1. There will be no profanity.

2. There will be no running, throwing of objects, pranks, or scuffling in the shop. Maintain safe work habits at all times.

3. Your work station will be kept neat and clean throughout the entire work day. All rubbish will be thrown in wastebaskets. At the end of the shift, all Residents are responsible for cleanliness of the entire shop.

4. SMOKING IN DESIGNATED AREAS ONLY. Ash trays must be used at all times! No Smoking at your work station.

5. Other employee's work stations or product is to be left undisturbed unless you have permission from an Officer.

6. Report all injuries, accidents and fires immediately to an Officer.

7. Broken equipment is to be reported immediately to an Officer in order that repairs can be made with little interruption to work flow.

WHAT IS EXPECTED OF YOU AS AN EMPLOYEE OF ACF INDUSTRIES:

1. At the beginning of each shift you will punch in when told to do so by an Officer. At that time, the Officer will assign you a job and work station. Do not begin any job or touch any product until an Officer orders work to be done.

2. Follow directions exactly as explained by an Officer. Quality and quantity standards are to be maintained at all times. If you have any questions or suggestions, speak to an Officer.

3. Keep track of your own production count and make sure the Officer has the proper information to verify the count for you.

4. Punch in and out of all jobs, in a neat and accurate manner, immediately upon completion of a job. Then seek out an Officer to assign you to your next job.

5. When out of work due to completion of job or machine breakdown, report directly to an Officer.

6. Inform an Officer when materials begin to run low so you do not run out of materials.

7. You are expected to work a full minimum work day at your work station. There is always counting, picking up and cleaning that needs to be done at the end of the shift.

Number: 400-92-4
Attachment #3

EMPLOYEE WORK AGREEMENT

I am volunteering to participate in the Hennepin County Adult Corrections Facility Industrial Program.

I agree to work each day, Monday through Friday, I understand that I can be removed from the project for missing two (2) unexcused or unauthorized work days, and/or will be removed for not working full shifts for two (2) work days. I also understand that I will be terminated for refusing to work at an assigned job. I understand that any misconduct which results in disciplinary action and separation or segregation will automatically remove me from the Industrial Project. I understand that if no work is available, I may be layed off for a period of time, but will be rehired as work becomes available.

I agree that my wages will be based on my individual production for each unit that passes quality control standards. I agree to re-do unsatisfactory work at no cost or to accept no reimbursement for work that cannot be adjusted to meet quality control standards. If the quality or quantity of my work falls below standard, I understand that this will lead to my termination.

On the basis of a weekly charge, I agree to pay or have deducted from my compensation $1.40 per hour up to a maximum of $7.00/day or $35.00 per week as my per diem for Industrial Cost.

I accept full responsibility for notifying the Welfare Department of my earnings if I am on any type of public assistance.

SOP 400-92-4 NEW EMPLOYEE ORIENTATION
Attachment #4

DATE: ____________

OFFICER'S INITIALS: ______

ACF INDUSTRIES

(SIGN-OFF-SHEET)

Rules, Regulations and Conditions of Employment

I have read and understand the following rules. I understand what is expected of me as an employee of ACF Industries. I also understand that violating any rules or performing below ACF expectations as described, can result in my termination.

(SIGN ALL 3 COLUMNS BELOW & DATE)

Security Rules	Shop Rules	Employee Work Agreement	Date

All rules are posted in the industry shop, however, if you desire your own copy of any rule, ask an Officer.

Form **W-4**
(Rev. January 1982)

Department of the Treasury—Internal Revenue Service

Employee's Withholding Allowance Certificate

OMB No. 1545-0010
Expires 4-30-83

1 Type or print your full name

2 Your social security number

Home address (number and street or rural route)

City or town, State, and ZIP code

3 Marital Status
☐ Single ☐ Married
☐ Married, but withhold at higher Sin

Note: If married, but legally separated, or spouse is a nonresident alien, check the Single box

4 Total number of allowances you are claiming (from lin

5 Additional amount, if any, you want deducted from ea

6 I claim exemption from withholding because (see in
a ☐ Last year I did not owe any Federal income ta
b ☐ This year I do not expect to owe any Federal i income tax withheld. If both a and b apply, ent
c If you entered "EXEMPT" on line 6b, are you a fu

SOP 400-92-4

NEW EMPLOYEE
ORIENTATION

Attachment #5

d apply)
income tax withheld, AND
it to a full refund of ALL
▶

$

☐ Yes ☐ No

Under the penalties of perjury, I certify that I am entitled to the number of withholding allowances claimed on this certificate, or if claiming exemption from withholding, that I am entitled to claim the exempt status.

Employee's signature ▶

Date ▶

7 Employer's name and address (including ZIP code) (FOR EMPLOYER'S USE ONLY)

8 Office code

9 Employer identification number

Detach along this line

▲ *Give the top part of this form to your employer; keep the lower part for your records and information* ▲

Get Publication 505 from most IRS offices for more information

Purpose

The law requires that you complete Form W-4 so that your employer can withhold Federal income tax from your pay. Your Form W-4 remains in effect until you change it or, if you entered "EXEMPT" on line 6b above, until February 15 of next year. By correctly completing this form, you can fit the amount of tax withheld from your wages to your tax liability.

Introduction

If you got a large refund last year, you may be having too much tax withheld. If so, you may want to increase the number of your allowances on line 4 by claiming any other allowances you are entitled to. The kinds of allowances, and how to figure them, are explained in detail below.

If you owed a large amount of tax last year, you may not be having enough tax withheld. If so, you can claim fewer allowances on line 4, or ask that an additional amount be withheld on line 5, or both.

If the number of withholding allowances you are entitled to claim decreases to less than you are now claiming, you must file a new W-4 with your employer within 10 days.

The instructions below explain how to fill in Form W-4. Publication 505 contains more information on withholding. You can get it from most IRS offices.

For more information about who qualifies as your dependent, what deductions you can take, and what tax credits you qualify for, see the Form 1040 Instructions or call any IRS office.

Line-By-Line Instructions

Fill in the identifying information in boxes 1 and 2. If you are married and want tax withheld at the regular rate for married persons, check "Married" in box 3. If you are married and want tax withheld at the higher Single rate (because both you and your spouse work, for example), check the box "Married, but withhold at higher Single rate" in box 3.

Line 4 of Form W-4

Total number of allowances.—Use the worksheet on page 2 to figure your allowances. Add the number of allowances for each category explained below. Enter the total on line 4.

If you are single and hold more than one job, you may not claim the same allowances with more than one employer at the same time. If you are married and both you and your spouse are employed, you may not both claim the same allowances with both of your employers at the same time. To have the highest amount of tax withheld, claim "0" allowances on line 4.

A. Personal allowances.—You can claim the following personal allowances:

1 for yourself, 1 if you are 65 or older, and 1 if you are blind.

If you are married and your spouse either does not work or is not claiming his or her allowances on a separate Form W-4, you may also claim the following allowances: 1 for your spouse, 1 if your spouse is 65 or older, and 1 if your spouse is blind.

B. Special withholding allowance.—Claim the special withholding allowance only if you are single and have one job or you are married, have one job, and your spouse does not work. Use this special withholding allowance only to figure your withholding. Do not claim it when you file your tax return.

C. Allowances for dependents.—You may claim one allowance for each dependent you will be able to claim on your Federal income tax return.

D. Allowances for estimated tax credits.—If you expect to take the credits (such as child care, residential energy, etc.) shown on lines 38 through 46 on the 1981 Form 1040, use the table on the top of page 2 to figure the number of additional allowances you can claim. Include the earned income credit if you are not receiving advance payment of it. Also, if you expect to income average, include the amount of the reduction in tax attributable to averaging when using the table.

E. Allowances for estimated deductions.—If you expect to itemize deductions, you can claim additional withholding allowances. See Schedule A (Form 1040) to find out what deductions you can itemize.

You can also count deductible [illegible] you pay for (1) alimony, (2) quali[illegible] ment contributions, (3) moving [illegible] (4) employee business expenses (Part I o Form 2106) as well as (5) the deductio for two-earner married couples, and (6 net losses shown on Schedules C, D, E, an F (Form 1040). **Note:** Check with your em ployer to see if any tax is being withhe on moving expenses or IRA contribution the employer is paying. Do not includ these amounts if tax is not being withheld otherwise, you may be underwithheld. Fo more details see **Publication 505.**

The deduction allowed two-earner mar ried couples is 5% of the lesser of $30,00 or the qualified earned income of th spouse with the lower income. Once yo have determined these deductions, ent the total on line E1 of the workshe on page 2 and figure the number of wit holding allowances for them.

Line 5 of Form W-4

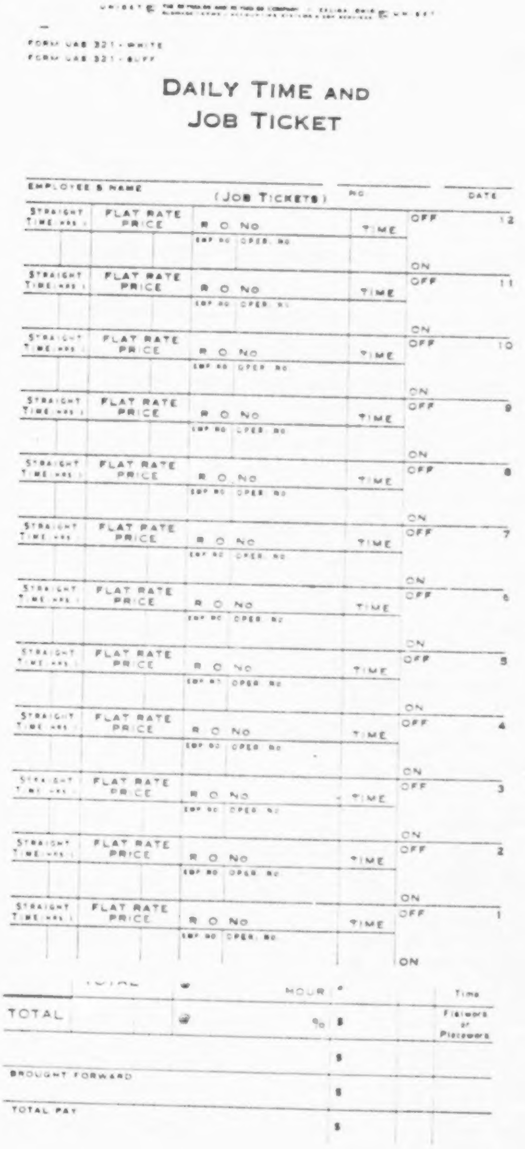
Additional amount, if any, you want de ducted from each pay.—If you are no having enough tax withheld from your pa you may ask your employer to withho more by filling in an additional amount c line 5. Often married couples, both whom are working, and persons with tw or more jobs, need to have additional t withheld. You may also need to have add tional tax withheld because you have i come other than wages, such as intere and dividends, capital gains, rents, alimo received, etc. Estimate the amoun[illegible] u w be underwithheld and divide th[illegible] by the number of pay periods i[illegible] ye Enter the additional amount you want wi held each pay period on line 5.

For Privacy Act and Paperwork Reduction Act Notice, see back of this page.

Form **W-4** (Rev. 1-

Number: 400-92-4

Attachment #6



FORM UAS 321 - WHITE
FORM UAS 321 - BUFF

DAILY TIME AND JOB TICKET

EMPLOYEE'S NAME (JOB TICKETS) NO. DATE

STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	12
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	11
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	10
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	9
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	8
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	7
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	6
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	5
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	4
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	3
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	2
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No		TIME	OFF	1
		EMP. NO.	OPER. NO.		ON	

TOTAL	@	HOUR	$		Time
TOTAL	@	%	$		Flatwork or Piecework
			$		
BROUGHT FORWARD			$		
TOTAL PAY			$		

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title:	TRAINING RESIDENT EMPLOYEES	**Number:**	400-92-5
		Effective Date:	7/8/85
Section(s):	P & S	**Reference(s):**	CAC 4421-5
Revised:	5/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To provide instruction to all resident employees to help them achieve their maximum potential. To help residents develop proper work habits and achieve expected quality and quantity standards as set by ACF Industries and Woodworking. To address safe working habits in a shop environment. To establish a two-week probationary period to evaluate all new resident employees.

B. Responsibility:

It is the responsiblity of the Production Officers to help develop the work habits of all resident employees. It is also the Production Officers' responsibility to see that ongoing training is given to all resident employees to see that the prescribed quality and quantity standards are met and maintained. They are also responsible for developing safe working habits.

III. DEFINITIONS

None

Title: TRAINING RESIDENT EMPLOYEES **Number:** 400-92-5

IV. PROCEDURES

A. First Two Weeks Resident is Employed:

For the first two (2) weeks the new resident is on the job, the Production Officers will continually monitor the quantity and quality of their production.

B. Ongoing Training:

The Production Officers will work closely with all new residents to teach them basic work and safety habits, and help them to achieve the expected quality and quantity standards as defined by ACF Industries and Wood Shop.

C. Production or Quality Decline:

If the production or quality of a resident falls below a specified standard, the Production Officer should intervene to seek reasons for the decline and solve the problem.

D. Probation Termination:

If a resident is unable to maintain a reasonable level of production after training, supervision and coaching, a resident may be terminated from employment. The reasons for termination will be documented.

APPROVED: ______________________ DATE: June 1, 1987
Programs and Services Manager

APPROVED: ______________________ DATE: 1/21/88
Superintendent, Adult Corrections Facility

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title:	EMPLOYEE WORK AGREEMENT	**Number:**	400-92-6
		Effective Date:	7/23/85
Section(s): P & S	**Reference(s):**	CAC: 4413	
Revised: 5/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To have all resident employees read an Employee Work Agreement form before beginning their first day of work, and sign a form confirming their understanding of the Employee Work Agreement. To assure that all new residents who volunteer and are accepted into the Industry Program, fully understand the conditions of employment. To explain the purpose of charging an industry fee for participation in the Industry Program.

B. Responsibility:

It is the responsibility of the Work Area Senior Officer to see that each new resident employee reads and understands the Employee Work Agreement form. It is also their responsibility to see that all new employees sign a form confirming their understanding of the Employee Work Agreement.

III. DEFINITIONS

A. Employee Work Agreement:

A form which outlines the conditions of employment for all employees of ACF Industries (attachment #1).

B. Sign-Off Sheet:

A form which is signed by all new resident employees acknowledging their understanding of the rules, regulations and conditions of employment with ACF Industries (attachment #2).

IV. PROCEDURES

A. Resident(s) Will Read Employee Wrok Agreement:

On their first day of employment, each new resident will read the Employee Work Agreement as part of their orientation program.

B. Explain Employee Work Agreement to Resident(s):

The Work Area Senior Officers will explain the Employee Work Agreement to the residents and answer any questions.

C. Explain Purpose of Industry Fee to Resident(s):

The purpose of the industry fee will be explained.

D. Sign-Off Sheet:

The resident will sign a Sign-Off Sheet confirming their understanding of the Employee Work Agreement. This Sign-Off Sheet will be kept on file in the Industry Sales Office.

APPROVED: Harry J. Lichy
Programs and Services Manager
DATE: June 1, 1987

APPROVED:
Superintendent, Adult Corrections Facility
DATE: 1/31/93

Number: 400-92- 6

EMPLOYEE WORK AGREEMENT

I am volunteering to participate in the Hennepin County Adult Corrections Facility Industrial Program.

I agree to work each day, Monday through Friday, from 12:00 pm to 5:30 pm. I understand that I can be removed from the project for missing two (2) unexcused or unauthorized work days, and/or will be removed for not working full shifts for two (2) work days. I also understand that I will be terminated for refusing to work at an assigned job. I understand that any misconduct which results in disciplinary action and separation or segregation will automatically remove me from the Industrial Project. I understand that if no work is available, I may be layed off for a period of time, but will be rehired as work becomes available.

I agree that my wages will be based on my individual production for each unit that passes quality control standards. I agree to re-do unsatisfactory work at no cost or to accept no imbursement for work that cannot be adjusted to meet quality control standards. If the quality or quantity of my work falls below standard, I understand that this will lead to my termination.

On the basis of a weekly charge, I agree to pay or have deducted from my compensation $1.40 per hour up to a maximum of $35.00 per week as my per diem for Industrial Cost.

I accept full responsibility for notifying the Welfare Department of my earnings if I am on any type of public assistance.

DATE: ____________

SOP 400-92-6 EMPLOYEE WORK AGREEMENT OFFICER'S INITIALS: ______
Attachment # 2

ACF INDUSTRIES

(SIGN-OFF-SHEET)

Rules, Regulations and Conditions of Employment

I have read and understand the following rules. I understand what is expected of me as an employee of ACF Industries. I also understand that violating any rules or performing below ACF expectations as described, can result in my termination.

(SIGN ALL 3 COLUMNS BELOW & DATE)

Security Rules	Shop Rules	Employee Work Agreement	Date

All rules are posted in the industry shop, however, if you desire your own copy of any rule, ask an Officer.

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: RESIDENT COMPENSATION	**Number:** 400-92-7 **Effective Date:** 7/85
Section(s): P & S **Revised:** 12/87	**Reference(s):** CAC 4414

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real-life situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent minimum wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised as necessary.

II. RESPONSIBILITY

A. Purpose:

To utilize a fair and consistent method of payment in the distribution of resident pay. To withhold payroll deductions according to the laws and policies affecting ACF Industries.

B. Responsibility:

It is the responsibility of the Industrial Coordinator or Supervisor to determine initial piece rate pay and decide which jobs are better suited to an hourly rate of pay.

It is the responsibility of the Senior Officer to give feedback to the Industrial Coordinator or Supervisor as to the feasibility or equitability of an established pay rate. With the approval of the Industrial Coordinator the Area Senior Officer may change pay rates for justifiable reasons.

III. DEFINITIONS

A. Industry Fee:

A per diem charge assessed all ACF Industry resident employees. It is based on a formula of $1.40 per hour or a maximum of $35 a week.

B. Piece Rate Pay:

A payment for each unit or piece completed (based on a formula using minimum wage), unrelated to the number of hours it takes to perform a job.

C. Hourly Pay:

A predetermined pay not less than minimum wage (currently at $3.50 per hour), unrelated to the number of units or pieces completed.

IV. PROCEDURES

A. Determine Type of Payment:

As part of the pricing process, the Industrial Coordinator will determine whether a job should pay by the piece or by the hour.

B. Industry Fee:

As part of the Employee Work Agreement, $1.40 per hour up to a maximum of $35 per week will be deducted from each resident's pay to cover their industry fee.

C. Income Taxes:

Applicable state and federal taxes will also be deducted from each employee's pay stub.

D. Temporary Pay Rates:

The Industrial Coordinator reserves the right to establish temporary piece rate or hourly pay, until a permanent payment can be established.

E. Production Standards:

Whether a piece rate or hourly payment is in force, a predetermined number of units or pieces per hour is expected to be completed.

APPROVED: ______________________ DATE: June 1, 1987
Programs and Services Manager

APPROVED: ______________________ DATE: 11/30/87
Superintendent, Adult Corrections Facility

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: RESIDENT EMPLOYEE PAYROLL		**Number:**	400-92-8
		Effective Date:	7/9/85
Section(s): P & S	**Reference(s):** CAC 4413		
Revised: 5/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised as necessary.

II. RESPONSIBILITY

A. Purpose:

To ensure that residents are paid for work performed on a bi-weekly basis and that program expenses incurred by the institution are offset by charging each resident employee a per diem industry fee.

B. Responsibility:

Under the general supervision of the Industrial Coordinator the Industry Program Clerk prepares the payroll, credits resident cash cards, prepares payroll checks for signature and maintains appropriate records and files.

The Industrial Production Officers are responsible to see that the Daily Time and Job Tickets and Weekly Crew Attendance Records are accurate, complete and neat.

III. DEFINITIONS

A. Daily Time and Job Ticket (Form #USA321): (See Attachment #1)

A time card used in conjunction with a time clock to record precise in and out times.

B. Outside Project Report (HC11468): (See Attachment #2)

A payroll form that records employee pay and Industry fees and is submitted to Hennepin County General Accounting on a bi-weekly basis.

C. Industry Fee:

A per diem charge is assessed to all ACF Industry resident employees. It is based on a formula of $1.40 per hour or a maximum of $35.00 a week/25 hours.

D. Weekly Crew Attendance Record: (See Attachment #3)

A weekly job form that records employee's names and hours worked per day.

E. Resident Computer Account:

Residents cash account is maintained by the ACF Front Office Staff that records all residents' monetary transactions.

F. Pay Stub:

A stub given to the resident on every payday which shows the amount they earned, the amount deducted for income taxes and the amount deducted for Industry Fee.

IV. PROCEDURES

A. Prepare Resident Employee Payroll:

The Industry Program Clerk, based on the payroll schedule promulgated by Hennepin County General Accounting, prepares the ACF Industry resident employee payroll.

1. Prepare Outside Contract Project Reports (HC11468):

Outside Contract Project Reports are prepared with resident employee pay and industry fees computed based on Daily Time and Job Ticket Cards and Weekly Crew Attendance records.

2. Send Reports to Hennepin County General Accounting:

Outside Contract Project Reports are batched and forwarded to the ACF Payroll Contact for delivery to Hennepin County General Accounting for data input.

B. Verify Accuracy of Preliminary Payroll Audit:

The Industry Program Clerk receives preliminary audits from Hennepin County General Accounting and verifies accuracy.

1. Report Discrepancies To Hennepin County General Accounting:

   Any payroll discrepancies are reported immediately to Hennepin County General Accounting for changes.

C. Credit Resident Cash Cards Or Issue Payroll Checks:

The Industry Program Clerk credits resident cash cards for each resident being paid. Payroll checks are prepared for women residents and those residents who have been discharged from the institution.

D. Distribute Resident Pay Stubs:

Industry Correctional Officers distribute Pay Stubs at the beginning of the afternoon break.

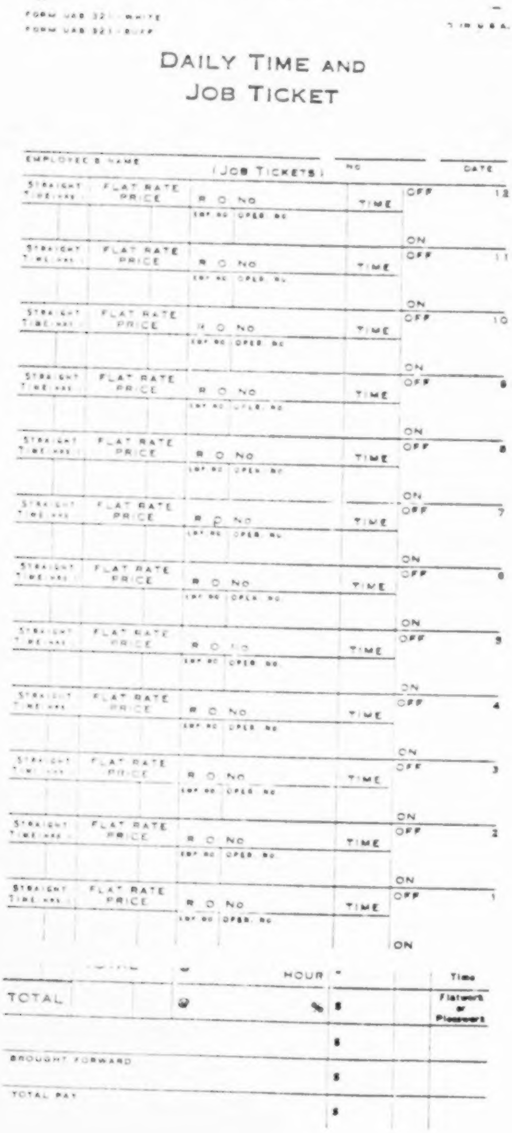
E. Update Payroll Records and Files:

The Industry Program Clerk updates appropriate payroll records and files.

APPROVED: ______________________ DATE: June 1, 1987
Program and Services Manager

APPROVED: ______________________ DATE: 1/26/88
Superintendent, Adult Corrections Facility

SOP 400-92-8 RESIDENT EMPLOYEE PAYROLL Attachment #1



FORM UAB 321 - WHITE
FORM UAB 321 - BUFF

IN U.S.A.

DAILY TIME AND JOB TICKET

EMPLOYEE'S NAME (JOB TICKETS) NO. DATE

STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	12
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	11
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	10
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	9
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	8
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	7
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	6
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	5
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	4
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	3
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	2
		EMP. NO.	OPER. NO.		ON	
STRAIGHT TIME (HRS.)	FLAT RATE PRICE	R. O. No.		TIME	OFF	1
		EMP. NO.	OPER. NO.		ON	

	@ HOUR	$	Time
TOTAL	@ %	$	Flatwork or Piecework
		$	
BROUGHT FORWARD		$	
TOTAL PAY		$	

11468

HENNEPIN COUNTY ADULT CORRECTION FACILITY

SOP 400-92-8
Attachment #2

OUTSIDE CONTRACT PROJECT REPORT

3159

EPT NO 9650	UNIT NO 5450	ORG NO 9850	PROG NO 6850		PAY PERIOD FROM	TO

ENT NAME	COMMITMENT NO	SOCIAL SECURITY NUMBER	D O B	SEX ☐ M ☐ F
TREET ADDRESS	CITY	STATE ZIP	RACE	NEW ☐

ARITAL STATUS	TOTAL FED EXEMPT	TOTAL STATE EXEMPT	DEPT SIG	PAY AUTH
ATE HIRED	HOURS SCHED	HOURS WORKED	TERMINATION DATE	REASON FOR TERMINATION

SCHED HRS MISSED/DATE	CODE	NO SCHED HRS MISSED/DATE	CODE	NO SCHED HRS MISSED/DATE	CODE
SCHED HRS MISSED/DATE	CODE	NO SCHED HRS MISSED/DATE	CODE	NO SCHED HRS MISSED/DATE	CODE
LES INFRACTION/DATE	CODE	RULES INFRACTION/DATE	CODE	RULES INFRACTION/DATE	CODE

COMPANY NAME	CONTRACT NO	COMPLETED PIECES	PIECE RATE	EXTENSION
				$

	SUPPORT	22	PROGRAM FEE .	23	RESTITUTION .	24	MISC .	**TOTAL $** .

ISCIPLINARY CODE

- — Absent From Work
- — Attack Staff or Resident
- — Contraband
- — Intentional Destruction State Property
- — Refusal/Perform Assigned Duties
- — Escape or Attempted Escape
- — Fighting
- — Inciting Riot
- — Late for Lockup
- Out-of-Bounds Unauthorized Areas
- — Under Influence Non-prescribed Chemical/Sub
- M — Direct Verbal Abuse of Staff
- N — Abuse of Correspondence Privilege
- O — Commission of Crime/Minn. or U.S.
- P — 3 or more Violations
- Q — Refusal to Comply with Order of a Staff Member
- R — Theft
- S — Administrative-Contraband
- T — Administrative-Own Request
- U — Administrative-Security

TERMINATION CODE

1. DISCHARGED FROM CUSTODY
2. DISCIPLINE
3. MEDICAL
4. DETAINER
5. QUIT
6. PERFORMANCE
7. ATTENDANCE
8. OTHER

HOURS MISSED CODE

1. COURT APPEARANCE
2. DISCIPLINE
3. MEDICAL
4. COURT SERVICE
5. LAWYER
6. PROG. & SERV
7. VISITATION
8. TEMPORARY LAY-OFF
9. OTHER

ISTRIBUTION

WHITE - INMATE FILE
CANARY - PROJECT STATISTICS
PINK - PAYROLL
4 GOLD - PAYROLL/DATA PROCESSING

RACE CODE

WH - WHITE	LA - LATINO
BL - BLACK	AS - ASIATIC
AI - [illegible]	XX - OTHER

SOP 400-92-8 RESIDENT EMPLOYEE PAYROLL Attachment #3

WEEKLY CREW ATTENDANCE FOR PAYROLL

CREW: ______________________

DATE: ______________________ THRU ______________________

CELL NO.	NAME	MON	TUES	WED	THUR	FRI	TOTAL HOURS	OUTDATE

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title:	PERSONAL BREAKS	**Number:**	400-92-9
		Effective Date:	7/23/85
Section(s):	P & S	**Reference(s):**	
Revised:	5/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To provide a regularly scheduled break time for resident employees to alleviate fatigue and allow for personal time.

B. Responsibility:

It is the responsibility of the Industrial Production Officers to see that all employees are given one fifteen (15) minute break for each four (4) hours worked.

III. DEFINITIONS

None

IV. PROCEDURES

A. Break Time:

At a designated time per the industrial area schedule, the entire crew will take one fifteen (15) minute break for each four (4) hours worked.

B. Escort Male Residents To Break Area:

The Industrial Production Officers will escort all male residents into the Pallet Shop rest area for the fifteen minute break. At this time, the male Industrial Production Officer(s) will take their break. If no female residents are employed, the female Industrial Production Officer will also take a break at this time.

C. Break For Female Resident(s):

When female residents are employed, they will remain in the Industry Shop for break time with the female Industrial Production Officer.

D. Break For Female Industrial Production Officer:

The female Industrial Production Officer will be relieved for a break at an appropriate time.

APPROVED: Harry J.
Programs and Services Manager
DATE: June 1, 1987

APPROVED: Sigmund
Superintendent, Adult Corrections Facility
DATE: 1/21/88

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: SMOKING		**Number:**	400-92-10
		Effective Date:	7/9/85
Section(s): P & S	**Reference(s):**		
Revised: 5/87			

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To designate and define specific Smoking and No-Smoking areas to insure that a clean and safe working environment is maintained throughout the entire industry shop. To keep customers product free of smoke and ashes. To adhere to normal smoking policies used in the majority of private industry.

B. Responsibility:

It is the responsibility of any Industrial Staff Personnel to inform the assigned Industrial Production Officer, Senior Officer, or Supervisor of Industry, of a resident who is observed smoking in a designated No-Smoking area.

It is the responsibility of the assigned Industrial Production Officer to strictly enforce smoking procedures and to initiate corrective and/or disciplinary action with a resident who violates a smoking regulation.

It is the responsibility of the Correctional Officer Supervisor to determine the extent of disciplinary action, based on the infraction.

III. DEFINITIONS

A. Designated Smoking Area(s):

The current Wood Production Shop rest area (where Industry breaks are taken) and the posted smoking area by the Industry Shop resident phone. Ash trays must be used at all times.

B. Designated No Smoking Area(s):

The entire Industry Area and Wood Production Shop (including all employee work stations and rest rooms) with the exception of the posted smoking area by the resident phone.

IV. PROCEDURES

A. Designated Smoking and No Smoking Area(s):

Specific Smoking and No Smoking Areas are designated and clearly posted throughout the Industry Area. Smoking can only be done in designated Smoking Areas....no exceptions.

B. Use of Ash Trays:

Ash trays must be used at all times in designated Smoking Areas... ....no exceptions.

C. Report Violation of Smoking Regulation:

Any Industrial Staff Employee who observes a resident smoking in a designated No Smoking Area must report that violation to the assigned Industrial Production Officer and the Senior Correctional Officer or Supervisor of Industry.

D. Initiate Corrective and/or Disciplinary Action:

The Industrial Production Officer responsible for the resident committing the violation will initiate corrective and/or disciplinary action with the resident. The Officer must inform the Supervisor of Industry of such action. If disciplinary action is required, one should follow the Disciplinary Procedure as described in ACF SOP 400-92-11 VIOLATION OF INDUSTRY SHOP RULES OR EMPLOYEE WORK AGREEMENT.

APPROVED: ______________________ DATE: June 1, 1987
Programs and Services Manager

APPROVED: ______________________ DATE: 1/21/83
Superintendent, Adult Corrections Facility

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: VIOLATION OF INDUSTRY SHOP RULES OR EMPLOYEE WORK AGREEMENT
Number: 400-92-11
Effective Date: 7/9/85
Section(s): P & S
Reference(s): CAC: 4345, 4348, 4349
Revised: 5/87

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To adhere to a disciplinary process similar to those practiced in private industry when a violation of industry shop rule(s) or employee work agreement occurs. To practice appropriate corrective and/or disciplinary techniques with resident employees who violate industry shop rules or the employee work agreement (e.g. inadequate production output, poor quality, poor attendance, inability to follow directions, etc.). To be consistent with the disciplinary due process of the institution. If an institutional violation occurs, refer to ACF SOP 400-26 RESIDENT RULES AND DISCIPLINE for proper disciplinary procedures.

B. Responsibility:

It is the responsibility of any Industrial Staff Personnel to inform the assigned Industrial Senior Officer or the Supervisor of Industry of a resident employee who violates a shop rule or the employee work agreement.

It is the responsibility of the assigned Industrial Production officer to initiate corrective and/or disciplinary action with a resident who violates a shop rule or the employee work agreement. The Officer must also inform the Senior Officer of such action.

It is the responsibility of the Senior Officer to determine the extent of disciplinary action, based on the infraction of the industry shop rule or employee work agreement.

III. DEFINITIONS

A. Industry Shop Security Rules: (See Attachment #1)

A form listing the security rules which must be followed by all employees.

B. Industry Shop General Rules and Regulations: (See Attachment #2)

A form listing the shop rules and regulations which must be followed by all employees.

C. Employee Work Agreement: (See Attachment #3)

A form which outlines the conditions of employment for all employees of ACF Industries.

D. Disciplinary Log Book:

A log book kept and maintained by the Industrial Production Officers used to document disciplinary incidents and/or verbal warnings.

E. Offense Report (HC11418): (See Attachment #4)

A form filled out by the Industrial Production Officer to document disciplinary offenses.

F. Violation of Industry Shop Rules:

Violation of Industry shop rules, or employee agreement.
NOTE: Violation of some shop rules are considered to be an institutional offense. See SOP 400-26 RESIDENT RULES AND DISCIPLINE.

G. Violation of Institutional Rules:

Violation of ACF institutional rules. See 400-26.

H. Industrial Staff Employee:

All Officers and Administrative staff assigned to the Industrial Program.

IV. PROCEDURES

A. Report Violation of Shop Rule:

Any Industrial Staff Employee who observes a resident violating shop rules or the employee work agreement must report that violation to the assigned Industrial Production Officer or the Senior Officer or Supervisor of Industry.

B. Initiate Corrective and/or Disciplinary Action:

The Industrial Production Officer responsible for the resident committing the violation, will initiate corrective and/or disciplinary action with the resident. The Officer must inform the Senior Officer of such action.

C. Describe Incident In Disciplinary Log Book:

The Industrial Production Officer responsible for the accused resident is to immediately describe the incident in the Disciplinary Log Book.

D. Offense Report (HC11418):

If it is decided that an Offense Report should be completed, it is to be filled out immediately and submitted to the Supervisor of Industry or the Duty Officer if the Supervisor of Industry is not available.

E. Determine Corrective and/or Disciplinary Action:

Corrective action, discipline, or dismissal of an unsatisfactory resident employee should follow the pattern customarily practiced in private industry. If corrective action does not solve the problem and disciplinary action is required, the Supervisor of Industry will determine the extent of the disciplinary action, based on the infraction of the industry shop rule or employee work agreement.

F. Resident Appeal of Disciplinary Action:

The resident reserves the right to appeal any disciplinary action to the Program and Services Manager.

H. Release From Separation:

If a resident is placed in separation for their offense, the Supervisor of Industry may deny re-employment for a period of up to fifteen (15) working days after release from separation. At that time, the resident will be assigned to the first job opening that becomes available. The resident will not have the right to bump residents who are currently working in Industry.

APPROVED: ______________________ DATE: June 1, 1987
Programs and Services Manager

APPROVED: Sigmund L. ______________________ DATE: 1/21/88
Superintendent, Adult Corrections Facility

SOP 400-92-11 VIOLATION OF INDUSTRY SHOP RULES OR EMPLOYEE WORK AGREEMENT

INDUSTRY SHOP SECURITY RULES

Attachment #1

1. Residents will remain in authorized work areas.
2. Residents are not allowed outside the shop area without prior permission of one of the correctional officers in the Industry.
3. Residents are not permitted to use any manufactured piecework or other material for barter or trade.
4. Residents are not permitted to remove any materials or tools from the workshop. All materials and tools will be considered contraband if found in one's possession outside of the shop.
5. Male and female residents will be fully clothed for the entire work day and will wear appropriate clothing including; shirt long pants and shoes.
6. Each resident is permitted one (1) 10 minute phone call on each working day. Residents are not to go to the phone unless told to do so by an Officer. The phone will be shut off at 5:00 pm sharp. A sign-up sheet for the phone will be posted. Abuse of phone regulations will result in loss of phone privileges and possible termination. Special arrangements may be made through one of the correctional officers in the Industry Shop for a special call.
7. When returning to the main institution, residents will remain in the Pallet Shop washroom area until the Officer has confirmed the head count.
8. All institutional rules and regulations are to be followed, both inside the main facility and in the workshop!!

SOP 400-92-11 VIOLATION OF INDUSTRY SHOP RULES OR EMPLOYEE WORK AGREEMENT

INDUSTRY SHOP GENERAL RULES

Attachment #2

RULES AND REGULATIONS

1. There will be no profanity.
2. There will be no running, throwing of objects, pranks, or scuffling in the shop. Maintain safe work habits at all times.
3. Your work station will be kept neat and clean throughout the entire work day. All rubbish will be thrown in wastebaskets. At the end of the shift, all Residents are responsible for cleanliness of the entire shop.
4. SMOKING IN DESIGNATED AREAS ONLY. Ash trays must be used at all times! No Smoking at your work station.
5. Other employee's work stations or product is to be left undisturbed unless you have permission from an Officer.
6. Report all injuries, accidents and fires immediately to an Officer.
7. Broken equipment is to be reported immediately to an Officer in order that repairs can be made with little interruption to work flow.

WHAT IS EXPECTED OF YOU AS AN EMPLOYEE OF ACF INDUSTRIES:

1. At the beginning of each shift you will punch in when told to do so by an Officer. At that time, the Officer will assign you a job and work station. Do not begin any job or touch any product until an Officer orders work to be done.
2. Follow directions exactly as explained by an Officer. Quality and quantity standards are to be maintained at all times. If you have any questions or suggestions, speak to an Officer.
3. Keep track of your own production count and make sure the Officer has the proper information to verify the count for you.
4. Punch in and out of all jobs, in a neat and accurate manner, immediately upon completion of a job. Then seek out an Officer to assign you to your next job.
5. When out of work due to completion of job or machine breakdown, report directly to an Officer.
6. Inform an Officer when materials begin to run low so you do not run out of materials.
7. You are expected to work a full five hour minimum day at your work station. There is always counting, picking up and cleaning that needs to be done at the end of the shift.

SOP 400-92-11 VIOLATION OF INDUSTRY SHOP RULES OR EMPLOYEE WORK AGREEMEN

EMPLOYEE WORK AGREEMENT

Attachment #3

I am volunteering to participate in the Hennepin County Adult Correctic Facility Industrial Program.

I agree to work each day, Monday through Friday, from 12:00 pm to 5:30 pm. I understand that I can be removed from the project for missing two (2) unexcused or unauthorized work days, and/or will be removed for not workin full shifts for two (2) work days. I also understand that I will be terminated for refusing to work at an assigned job. I understand that any misconduct which results in disciplinary action and separation or segregation will automatically remove me from the Industrial Project. I understand that if no work is available, I may be layed off for a period of time, but will be rehired as work becomes available.

I agree that my wages will be based on my individual production for each unit that passes quality control standards. I agree to re-do unsatisfactory work at no cost or to accept no imbursement for work that cannot be adjuste to meet quality control standards. If the quality or quantity of my work falls below standard, I understand that this will lead to my termination.

On the basis of a weekly charge, I agree to pay or have deducted from my compensation $1.40 per hour up to a maximum of $35.00 per week as my per diem for Industrial Cost.

I accept full responsibility for notifying the Welfare Department of my earnings if I am on any type of public assistance.

SOP 400-92-11 VIOLATION OF INDUSTRY SHOP RULES OR EMPLOYEE WORK AGREEMENT

HENNEPIN COUNTY
ADULT CORRECTIONS FACILITY
OFFENSE REPORT (Page 1)

Attachment #4
Page 1 of 2

DATE ____________ TIME ____________

NAME OF RESIDENT ______________________ CELL # ________ IN DATE ____________ OUT ____________

OFFENSE 1 ______________________________________ RULE # ________

2 ______________________________________ RULE # ________

NARRATIVE ____

REPORT OF IMMEDIATE ACTION ____

WITNESS ____________________ WITNESS ____________________ REPORTING OFFICER ____________________

☐ RESIDENT WISHES TO SIGN COMPLAINT

☐ I WAIVE MY RIGHTS TO A FORMAL HEARING ____________________ RESIDENT SIGN ____________________ OFFICER SIGN

☐ I WAIVE MY RIGHTS TO A 24 HOUR DELAY

CLASSIFICATION OF REPORT ☐ MAJOR ☐ MINOR

RESIDENT PLEADS ☐ IN VIOLATION ☐ NOT IN VIOLATION

IF MINOR SANCTIONS IMPOSED & REASONS FOR DECISION

____

MAJOR DATE OF SCHEDULED HEARING ____

SIGNATURE OF OFFICER IN CHARGE ____________________ DATE ____________________

White = ACF Resident File Green = Court Canary = Resident (After Hearing) Pink = Resident Date of Hearing Goldenrod = Resident

SOP 400-92-11 VIOLATION OF INDUSTRY SHOP RULES OR EMPLOYEE WORK AGREEMENT

Attachment #4
Page 2 of 2

HENNEPIN COUNTY
ADULT CORRECTIONS FACILITY
OFFENSE REPORT (Page 2)

DATE ____________ TIME ____________

NAME OF RESIDENT ______________________________ CELL NO ______ IN DATE ____________ OUT ____________

BOARD REPORT

SUMMARY—EVIDENCE ______________________________

RECOMMENDED ACTION AND REASON ______________________________

TRANSFER TO	CELL #	IN	OUT
SEPARATION			
SEGREGATION			
OWN CELL			
RE ASSIGN			
DISCHARGED			

LOSS OF GOOD TIME

NUMBER OF DAYS ____________

NEW OUTDATE ____________

COMMENTS BY REVIEWER ______________________________

BOARD MEMBER'S SIGNATURES

REVIEWED BY

DATE

White = ACF Resident File Green = Court Canary = Resident (After Hearing) Pink = Hearing File Goldenrod = Management File

Hennepin County Adult Corrections Facility
STANDARD OPERATING PROCEDURES

Title: TERMINATION PROCEDURES		**Number:** 400-92-12 **Effective Date:** 7/23/85
Section(s): P & S	**Reference(s):** CAC: 4345, 4348, 4349	
Revised: 5/87		

I. POLICY

The Hennepin County Adult Corrections Facility shall provide industrial employment opportunities for appropriate male and female residents of the institution. The Hennepin County Adult Corrections Facility shall provide meaningful work experiences in real-life work situations, where positive work habits can be developed and improved and where residents will have the opportunity to earn a wage equal to or greater than the prevalent wage.

The Hennepin County Adult Corrections Facility shall assure that the Industrial Program meets minimum federal, state and local work, health and safety standards and the assigned work will meet realistic workload standards.

This policy will be reviewed annually and revised if needed.

II. RESPONSIBILITY

A. Purpose:

To adhere to a fair and systematic procedure for terminating resident employees who are charged with a serious offense or volunteer to quit. To define offenses resulting in termination.

B. Responsibility:

It is the responsibility of the Industrial Production Officer to initiate termination proceedings against a resident, and to inform the Senior Officer of Industry.

III. DEFINITIONS

A. Unexcused Absense:

Absense without justifiable reasons. Failure to report to work without approval of Industrial Staff or Duty Officer.

B. Transfer Form:

A form sent by the Industrial Production Officer to the Supervisor of Industry, Duty Officer, and Special Services Counselor stating the reasons why a resident has been terminated or voluntarily quit.

IV. PROCEDURES

A. Reasons For Termination From Employment:

1. Violation of Shop Rule: Being charged and found in violation of a serious shop rule or the employee work agreement.
2. Unexcused Absences: When a resident accumulates two unexcused absences.
3. Refusal To Obey Order: When a resident refuses to obey an order or fulfill an assignment.
4. Quantity or Quality of Work: When a resident is unable to produce minimum work quotas or quality standards as established by the Industrial Coordinator, based on production of other workers.
5. Disruptive To Operation: When a resident is disruptive to operation of Industry Program.
6. Security Risk: When a resident becomes a security risk either by own action or notification of the court.
7. Medical Reasons: When medical reasons prevent a resident from being able to perform their job assignment.
8. Voluntary Quit: When a resident volunteers to quit the Industry Program by their own choice. No preceedings will be taken against such a resident.

B. Termination Process For Disciplinary Reasons:

1. Warning: A resident will be warned by the Industrial Production Officer for any violation of an industry shop rule or the employee work agreement. Warnings will be recorded in the log book. Failure by resident to correct problem may result in further warning or termination.
2. Determine Course Of Action: The Industrial Production Officer will discuss the violation with the Senior Officer to determine the course of action that should be taken.
3. Suspend Resident: The resident will be suspended by the Industrial Production Officer with the intent to terminate.
4. Terminate Resident: If investigation during suspension so warrants, resident will be terminated from employment.
5. Distribute Resident Transfer Form: The reasons for termination will be noted in a Transfer Form (see attachment #1) sent by the Supervisor of Industry to the Duty Officer, Classification Officer, Industrial Program Clerk, Special Services Counselor and resident. One copy is kept in the resident employee's file.

C. Appeal Process For Removal:

1. Original Appeal: Resident may appeal termination and ask for reinstatement by contacting the Supervisor of Industry and asking for a review. If the Supervisor of Industry agrees with the resident, reinstatement will take place when the next job opening is available.

2. Further Appeal: Further appeal of decision of the Supervisor Industry may be made by requesting a review with the Manager of Programs and Services.

APPROVED: ______________________ DATE: June 1, 1987
Programs and Services Manager

APPROVED: ______________________ DATE: 1/31/88
Superintendent, Adult Corrections Facility

HENNEPIN

SOP 400-92-12 TERMINATION PROCEDURES
Attachment #1

DATE:
TO: DUTY OFFICER
FROM: Jim Tracy, Production Supervisor
SUBJECT: TRANSFERS

The following Resident(s) should be transferred from the Industrial Complex to new crew assignments in the main institution:

NAME	CELL NUMBER

The above Resident(s) will be transferred for the following reason(s):

1. Violation Of Shop Rule Or Employee Work Agreement.
2. Two Unexcused Absences.
3. Refusal To Obey Order.
4. Quantity Or Quality Of Work.
5. Disruptive To Operation.
6. Security Risk.
7. Medical Reasons.
8. Voluntary Quit.

COMMENTS ______________________________

INDUSTRIAL PRODUCTION OFFICER ______________________________

cc: Classification Officer
Lizz Levang
Special Services Counselor
Women's Section (if applicable)

Chapter 9

Business Plans: Hampden County and Sonoma County

This chapter provides two jail industry business plans. The first plan was prepared by the Hampden County (Massachusetts) House of Correction; the second plan was prepared by the Sonoma County (California) Jail Industries Commission. Each plan illustrates the issues which should be considered when formulating a business plan for a jail industry.

HAMPDEN COUNTY HOUSE OF CORRECTION

CORRECTIONAL INDUSTRIES BUSINESS PLAN

SUBMITTED BY:

John W. Conroy

Revised
February 26, 1985

BUSINESS PLAN

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HAMPDEN COUNTY HOUSE OF CORRECTION
CORRECTIONAL INDUSTRIES BUSINESS PLAN

INTRODUCTION

This plan culminates the first phase of planning for the implementation of a correctional industries program in the Hamden County House of Correction. After lengthy delays for several reasons, it was determined that space could not be identified at the Jail itself. Officials from the Massachusetts Career Development Institute (MCDI), a vocational center in Springfield, came forward to volunteer their facilities for use as a correctional industries shop. In August, 1984, we visited the MCDI and inspected the space. As it turned out, the area (about 5,000 square feet), is suitable for a small, light-industrial program. While negotiations will be necessary to define the relationship both financial and programatic, between the MCDI and the House of Correction, it was agreed by the Board and the Sheriff to move ahead with the planning. This was viewed as a breakthrough since space had become the principal obstacle to getting the program off the ground. This plan is an outline of projected sales, expenditures and profits from operations.

Mission of the Program

The Hampden County Correctional Industries Program will provide inmates with the opportunity to acquire acceptable work habits and job skills while producing goods for sale to private and public organizations in the Commonwealth of Massachusetts. The program will operate at no net cost to the County.

Scope of the Program

Because the program must be located outside the House of Correction, the number of inmates involved automatically diminishes. Inmates in the program must be eligible for security clearance to work outside the confines of the Jail. It is estimated therefore that the maximum number of inmates in the program will be 30. We agreed that, initially, about 10 inmates will be assigned as the program gets off the ground. That number will grow gradually over several months until 30 inmates are employed. Planning includes development of linkages to programs inside the jail. For example, it is intended that, eventually, inmates working in the Machine and Welding Shop will provide parts and components for goods produced by the Industries shop. Similarly, inmates in the Print shop will be involved in the development and production of sales literature.

BUSINESS PLAN

Marketing Strategies

Several factors were considered when products and services were reviewed for manufacture. These included:

- inmates in the program will have little or no work experience
- inmates will have little or no job skills
- inmates will not be in the program for long periods of time
- little or no capital will be available to fund start-up of the program
- self sufficiency at the earliest date is important
- complex products should be avoided
- products with significant sales potential should be identified

To respond to all these factors, we recommended the development of the following products as part of the start up of the shop:

- computer work stations
- pedestal tables
- posture chairs

These products have several things in common. They all utilize purchased components and require relatively straightforward fabrication of the remaining components. Moreover, each has relatively few variations in size, style and color eliminating ordering, inventory and production difficulties. Finally, all have substantial sales potential.

To insure continued growth of the program, the plan calls for gradual addition of products related to those introduced in the first year. These include folding tables, general purpose and conference tables. Each of these increase the involvement of inmate workers including the possibility of using components fabricated by workers in the metal shop.

Manufacturing relatively simple but popular products will enable the shop to be self-sufficient much sooner than if we attempted to produce more complex items requiring longer lead times for training and development.

BUSINESS PLAN

The Market

Products recommended for the Industries shop are aimed at the "middle market". The quality and price points of the items are intended to attract buyers in the contract furniture market who are interested primarily in durability and price. These products are neither the low-quality, low-priced variety nor the deluxe, high-priced styles.

MARKETING PLAN

As a correctional industries program, Hampden County's furniture shop is expected to serve the "state use" market (Sections 56-70 Massachusetts General Law; see attached). That market consists of all levels of government from state agencies to towns and villages. Massachusetts law also allows sales to the private sector. Sales to government agencies outside Massacusetts are also possible under the law as well as sales to the federal government. Sales to private organizations across state lines are prohibited under federal law (Walsh-Healey Act, 49 Stat. 2036; 41 U.S.C. 35) unless specifically exempted under the Prison Industry Enhancement Program (Section 827, (a) Section 1761 of title 18, United States Code; Public Law 96-157 96th Congress)

The State Program

The Commonwealth's Correctional Industries program includes computer-related furniture. However, review of their product lines and discussions with the Director of Correctional Industries and his staff revealed that those products are limited in scope and distribution. Additionally, the Commonwealth's program does not offer a chair line.

Discussions with the Director also resulted in an agreement to work closely together where possible. It was agreed that there is an extensive market for these products and that Hampden County poses no threat to the program at Norfolk. We were also informed that the Commonwealth's program does not have the capacity to reach the western end of the state. The potential use of the Commonwealth's sales staff was also discussed. Again, Hampden County's products could be sold by the Commonwealth's staff. Such an arrangement has substantial potential because of existing relationships with state agencies.

BUSINESS PLAN

Public Sector

The "state use" market which requires the purchase of prison-made products is extensive in Massachusetts. There are over 30 state agencies and numerous offices and commissions employing over 100,000 employees a large number of which work in office settings requiring the type of furniture we are marketing. A continued increase in the use of computers and the emergence of the "electronic office" (a recent article in the Wall Street Journal estimated growth of the personal computer market by 30-40% in 1985) have brought about a continuing increase in the demand for furniture apporopriate for that setting.

The Commonwealth also operates an extensive system of human service institutions including psychiatric facilities, youth detention centers and correctional facilities. Additionally, some 10 state-run colleges and universities are operated by the Commonwealth in addition to one of the nation's largest groups of private colleges and universities. Authorities such as the Massachusetts Turnpike Authority are included among the many "state use" customers.

Added to the "state use" market are over 350 cities and towns and over 300 school districts throughout the Commonwealth. The increase in purchases of computer-related furniture, especially in schools, makes this segment of the market a particularly attractive one. For example, 40 public schools with enrollment of over 22,900 are located in the Springfield area alone. Parochiel schools number 39 and include nearly 14,000 pupils. Eight colleges and universities round out the education related customers in the Springfield area.

Private Sector

Massacusetts is one to the leading centers of high technology in the United States. The area around Route 128 skirting Boston is well known for its hi-technology industries. The demand for computer furniture is logical given the activity in that area.

In the Springfield area itself, nearly 270,000 people are employed including 19,000 in manufacturing, over 18,000 in wholesale and retail trades and 27,000 in service industries. There are nearly 20 banks in the area employing over 7,600 prople. In all, there are over 3,300 private businesses in the Springfield area alone.

BUSINESS PLAN

Competition

The overall production of the shop is planned to be at very low levels relative to the market potential. While there are suppliers of similar products in the marketplace, careful management of sales will minimize any adverse impact on any one of them. The result will be sales in as wide an area as possible.

Strategies

Marketing strategies will include offering products which represent the mid-price range of the market. By doing so, we expect the government market will be particularly attracted to Hampden County's products which will offer a price incentive added to relief from governmental purchasing complexities.

The approach to the private sector will be somewhat different. Product price, quality and delivery will be the major selling points. But the program itself will also be a major ingredient in the approach to private businesses and organizations as an appeal to their sense of public responsibility.

SALES PLAN

Components of the Sales Plan

Implementation of the Sales Plan will include the following:

- sales literature
- mailings
- showroom
- personal calls on customers
- sales agents

Sales Literature / Mailings

To reach the large number of potential customers, mailings of sales literature will be an important part of the ongoing sales effort. To introduce the program, a letter from the Sheriff Ashe will be sent to all segments of the market. The letter will explain the mission of the program and will include sales literature outlining the products offered by the program. The sales literature will be developed by the print shop. Mailings will be done utilizing bulk rates.

BUSINESS PLAN

After the initial introduction of the program, a systematic mailing program will be established to continue contact with as many potential customers as possible. Selling sheets will also be developed and distributed. These will be printed by the jail's print shop using designs already developed (see attached).

Show Room

By invitation, a select group of potential customers will be invited to a "kickoff" reception at which the Sheriff will introduce the program. The reception will be at a convenient location and will feature displays of products with ample literature available. As many as possible of the key figures from the jail and the Board will be in attendance to discuss the program with the attendees. Punch and snacks will be served. The media will be invited to provide the "kickoff" with ample publicity.

Another show room will be established where customers can have access to inspect samples conveniently. The room will be staffed by staff with sufficient knowledge and sales presence to convey the program's image well.

Sales Agents

To avoid, at least initially, the expense of a full-time sales staff, we will identify sales agents who will carry the Hampden County lines. Many agents are already selling in Massachusetts and the Springfield area. Several agents will be enlisted and briefed on the lines as far in advance of the opening of the shop as possible. The briefing will include pricing policy, product specifications and sales quotas. These agents will also be present at the "kickoff".

The Commonwealth's sales representatives will also be briefed on the line and included as part of the program's list of agents. Negotiations will be conducted with the Director of Correctional Industries leading to an agreement to have his sales representatives carry the Hampden County lines. If necessary, this could include paying agents commissions to the Commonwealth or individual representatives.

Actually, everyone in the program is an agent. From the Sheriff and his high visibility as a public figure, to the Board as links to the private sector and on to each employee of the jail, all must be versed on the program and ready to promote the program.

BUSINESS PLAN

Target Customers

Because the "state use" law can be a significant advantage to the customer, the government market should be the program's first target. County and city government in the Springfield area should be adressed first. Schools in the area should be part of this effort. After that, private sector customers should be addressed. Of the private sector customers, large organizations should be targeted because of the potential for large orders.

Outside the Springfield area, government customers such as state agencies in Boston should be contacted for high volume orders. The recent consolidation of the court system is a logical starting point. Private sector customers outside the Springfield area which should be targeted are those with potential for particularly large orders.

Sales Management

The Sheriff will appoint a key staff member to exercise everyday managment of the program. That person will be responsible for day-to-day contact with sales agents and customers concerning the operation of the program including the status of orders, product information, deliveries and so on.

Sequence of Events

The following is an outline of the sequence of the major steps in the sales plan:

- Sales literature designed and printed
- Sales agents identified and trained
- Sheriff, key staff and Board members personally contact potential customers and request aid in launching the program
- A general mailing to all segments of the market including a letter from the Sheriff with sales literature
- "Kickoff" reception by invitation only to selected potential customers. Media event.
- Agents begin calls on customers
- Mailing schedule implemented
- Consistent follow-up by Hampden County staff to monitor sales agents
- Consistent follow-up by the Sheriff, key staff and Board members to publicize the program

BUSINESS PLAN

PRODUCT MIX

Listed below are the specific products we are recommending for manufacture as the shop gets started. These are listed with suggested prices, estimated material cost for each and the estimated contribution margin for each. For the purposes of this business plan we have made various assumptions. "Contribution margin", normally computed by subtracting variable costs from selling price (CM = P-VC) has been developed in that manner except that we have assumed that the only variable costs are selling costs (5% of list price) and material. We have done this because other vairiable costs such as direct labor remain to be developed with experience (estimates have been developed, however) and these costs, in this setting can be considered fixed since they will occur whether one or one hundred units are produced.

For those products introduced as the shop is established material costs have been developed based on prices from specific suppliers for specific types and grades of material (e.g. 45lb-density flake board laid up with plastic laminate). These estimates are purposely rounded upward to allow for flexibility once the process of material acquisition gets under way. Other products scheduled for introduction later in the 5-Year Plan, material costs have been estimated based on a material to overall cost ratio of 50%. (Because detailed development will be done after the shop is implemented.)

		PRICE	MATERIAL COST	CM
Item 1	Posture Chair	$95	$60	$30.25
Item 2	CRT Table w/shelf 30"D x 30"W x 26"H	$145	$78	$59.75
Item 3	CRT Table w/shelf 30"D x 30"W x 26"H With paper slot	$147	$80	$59.65
Item 4	CRT Table w/shelf 30"D x 36"W x 26"H	$150	$82	$60.50
Item 5	CRT Table w/shelf 30"D x 42"W x 26"H	$155	$85	$62.25

BUSINESS PLAN

Product mix continued:

		PRICE	MATERIAL COST	CM
Item 6	CRT Table w/shelf 30" x 43"W x 26"H	$185	$104	$71.75
Item 7	CRT Table w/shelf 22"D x 64"W x 26"H (trapezoid)	$155	$86	$61.25
Item 8	CRT Table w/cabinet 30"D x 48"W x 26"H	$205	$104	$90.75
Item 9	CRT Connector 90 Degree	$35	$15	$18.25
Item 10	CRT Connector 60 Degree	$30	$12	$16.50
Item 11	CRT Connector 30 Degree	$25	$9	$14.75
Item 12	Pedestal Table 24" round	$75	$36	$35.25
Item 13	Pedestal Table 30" round	$85	$44	$36.75
Item 13	Pedestal Table 36" round	$95	$50	$40.25
Item 14	Pedestal Table 42" round	$105	$55	$44.75
Item 15	Pedestal Table 48" round	$115	$62	$47.25
Item 16	Pedestal Table 24" square	$80	$40	$36.00
Item 17	Pedestal Table 30" square	$90	$44	$41.50
Item 18	Pedestal Table 36" square	$100	$51	$44.00
Item 19	Pedestal Table 42" square	$110	$56	$48.50
Item 20	Pedestal Table 48" square	$120	$63	$51.00
Item 21	Pedestal Table 24" x 30"	$85	$42	$38.75
Item 22	Pedestal Table 24" x 36"	$95	$44	$56.25
Item 23	Pedestal Table 24" x 42"	$105	$46	$53.75

Product mix continued:

		PRICE	MATERIAL COST	CM
Item 24	Pedestal Table 24" x 48"	$115	$48	$61.25
Item 25	Pedestal Table 30" x 36"	$100	$48	$47.00
Item 26	Pedestal Table 30" x 42"	$110	$50	$54.50
Item 27	Pedestal Table 30" x 48"	$120	$52	$62.00
Item 28	Pedestal Table 36" x 42"	$105	$53	$46.75
Item 29	Pedestal Table 36" x 48"	$115	$56	$53.25

FIXED COSTS

In order to develop a business plan for a shop which has yet to be established and therefore has no experience from which to draw when costing, we have had to make a number of assumptions. As with other assumptions, we have made these on the high side in order to minimize the effects of errors in estimates. These assumptions have been discussed with the executive team of the House of Correction and the Board. Agreement to use these was reached at a September 20, 1984 meeting of the Board and through subsequent discussions with individual key decision makers.

Personnel

Staff

Shop supervisors- 2 @ $22,000 each = $44,000

(Salary = $16,500 + 25% fringe benefits)

During the first year of operation, the House of Correction will absorb this cost by assigning existing staff to the Industries shop.
The Industries program will pick up the cost in the second year. The plan allows for an 8% increase yearly thereafter.

BUSINESS PLAN

Inmates

Shop workers- 22.5 (average) @ $.75 per hour each= $26,325

(Maximum inmates-30; assume 10 inmates at start-up;
Hourly rates:

$.50 1st 3 months
$.75 2nd 3 months
$1.00 maximum rate

Assumed: 30 hours per week; 52 weeks per year)

The Plan assumes that from one year to the next the first year average number of inmates will be approximately the same. The number of inmates on the Industries payroll can be increased significantly at these rates without increasing expenses accordingly relative to other costs.

Plant and Equipment

Plant

The MCDI is offering space estimated to be approximately 5,000 square feet. As a result of discussions among the Sheriff, his staff and officials of MCDI, agreement has been reached to forgive rent for the first year of the program's operation. Moreover, MCDI officials have expressed support for the program and a willingness to be flexible concerning compensation for the use of space in their facility. We have chosen the arbitrary figure of $10,000 as the cost of rent for years 2 through 5 of the Plan. Given the flexibility of the MCDI officials, this figure can be changed at any time.

The most important factor relating to the plant is the cooperation of MCDI in the development of the Industries program and their willingness to be flexible as the program grows.

Rent 5,000 s.f. $10,000

Equipment

Manufacture of the products recommended can be accomplished with low-cost equipment. A variety of machines are available which perform the functions required. These are available in wide price ranges. For the purposes of the Plan, we are recommending equipment which can be easily acquired at the lowest cost.

BUSINESS PLAN

Costs outlined are, again, purposely on the high side.

Table saw	(1) @	$2,000	
Sewing machines	(2) @	$2,000	$4,000
Router	(2) @	$1,500	$3,000
Misc. Hand Tools		$2,500	
Furniture		$1,000	
Time Clock		$1,500	
Misc. Equipment		$500	
		Total	$18,500

The Board expects that $10,000 of the equipment cost will be covered by donations from private business. Thereby reducing the overall cost to $8,500.

Other Costs

Utilities Heat, light and electricity consumption (Estimated @ $500 per month.)	$6,000
Telephone Two lines, commercial rates (Estimate $100 per month)	$1,200
Selling materials (This estimate is for paper and postage, most materials will be printed by the Jail's print shop.)	$1,000

BUSINESS PLAN

SUMMARY OF ESTIMATED FIXED COSTS IN THE FIRST YEAR OF OPERATION

Personnel	
Staff	$ -0-
Inmates	26,323
Equipment	8,500
Rent	-0-
Utilities	6,000
Telephone	1,200
Selling Materials	1,000
Total Fixed Costs	$43,023

BREAKEVEN ANALYSIS

In order to develop target sales figures in conjunction with our market analysis and in order to develop a basis for financial planning, we analyzed the recommended products, their price points, material costs and their contribution margins. By computing averages of related data on all products, we developed the following:

o	Average product price	$121.83
o	Average material cost	66.96
o	Average contribution margin	46.78

Using this data we have computed the breakeven point of the Industries Shop. (See Appendix D) To break even, it will be necessary to sell less than 1000 units and sales will have to equal less than $100,000.

Based on the sales potential for eachprodust line, and their relative contribution margins, we recommend the following annual production and sales levels for the Shop's first year of operation:

o	Computer work stations	2000 units
o	Pedestal tables	1500 units
o	Posture chairs	1500 units

BUSINESS PLAN

First Year's Operating Costs

At these levels, the following will result after the first year's operation:

o	Sales		$617,361
o	Cost of Sales		
	* Material	$335,970	
	Commissions	30,866	
			($366,836)
	Gross Margin		$250,525
o	Fixed Costs		($43,023)
	Profit		$207,502

* Most materials the Plan requires are readily available. See attached list of potential suppliers.

Distribution of Overhead

Our breakeven analysis includes several assumptions. Considering sales potential and the potential for the greatest return among our products, we have assigned overhead (fixed costs) according to their relative contribution margins. As a result, overhead is distributed as follows:

Product	% Overhead	Overhead	Sales
Computer work stations	48%	$20,651	$324,861
Pedestal tables	32%	$13,767	$150,000
Posture chairs	20%	$8,605	$142,500
	Total	$43,023	$617,361

BUSINESS PLAN

Breakdown of Overall Costs

Product	Overhead	Material	Commissions	Total
Computer work stations	$20,651	$171,780	$16,241	$208,672
Pedestal Tables	$13,767	$74,190	$7,500	$95,457
Posture Chairs	$8,605	$90,000	$7,125	$105,730
	$43,023	$335,970	$30,866	$409,859

PRODUCTION PLAN

Shop Capacity

To produce the 5,000 units required in our plan, it is necessary to develop a production plan. To a great extent production capacity depends on the operations involved in the manufacture and assembly of these products and the labor hours involved. Based on experience with the manufacture of these products elsewhere, comparative analysis shows that each of the three product groups are similar in terms of labor hours required for manufacture. Labor hours, on average, break down as follows:

Computer work stations	.95 labor hours per unit
Pedestal tables	1.92 labor hours per unit
Posture chairs	2.25 labor hours per unit

While these figures are derived from existing operations with trained and experienced workers and supervisors, they are useful as a barometer. Comparing them to the estimated labor hours available, it obvious that the production required under the plan is far in excess of the labor hours that will be available. The figures breakdown as follows:

Product line	Planned production	Required labor hours
Computer work stations	2,000 units	1,840
Pedestal tables	1,500 units	2,880
Posture chairs	1,500 units	3,375
	Total hours required	8,095

Total hours available 35,100

Shop Capacity Continued

(average inmates =22.5 x 30 hrs per week x 52 weeks)

On the surface, these figures appear to demonstrate that the shop will be operating far below capacity (8,095 hours = 23% of capacity). However, it must be noted that the labor hours outlined are those of other, well-established shops. Moreover, most likely, the Hampden County Industries shop will not be equipped similarly. Once the shop is established and experience is gained in its operation, accurate direct labor hours can be determined. Additionally, a significant number of the available hours will be consumed in start-up training. For example, we would estimate that very little product will be produced in the first 30 days the shop is open (2400 hours). At the same time, these figures indicate the potential for growth in production over the five years of the Plan. Introduction of new and expanded products can be accomplished with little difficulty.

Production schedule

Considering the need for intensive training of not only inmates but also staff, we would recommend the following production schedule:

		--Units Scheduled--	
Month	Comp. wrk. stns.	Ped. tables	Pos. chairs
1	0	0	0
2	50	25	25
3	75	50	50
4	100	75	75
5	125	100	100
6	150	125	125
7	200	150	150
8	225	175	175
9	250	200	200
10	275	200	200
11	275	200	200
12	275	200	200

This schedule provides liberal time for training and the process of providing the program with the impetus it needs to successfully get under way. At any point, if circumstances permit, other products can be introduced in order to increase overall output of the shop and to improve and increase the program.

BUSINESS PLAN

A variety of products have been identified and can be developed quickly for addition to the existing lines. These include a less expensive line of computer furniture manufactured using components fabricated in the Machine and Welding Shop. Folding and all-purpose tables can be added as well. Finally, several other chairs can be added to the secretarial chair to complete the line. Their addition to the shop will come after less complicated, more quickly produced products bring the program to financial stability.

Start UP

The start-up of the shop must be accomplished with the cooperation of many including supervisors, inmates, trainers, security personnel and many others. The major steps required will include:

- identify sources of funding
- designate a key person as project coordinator
- specify and identify sources for obtaining equipment
- specify and identify sources for obtaining raw material and components
- lay out the shop
- develop drawings and documentation for products
- develop and implement financial control systems
- select staff
- select inmate workers
- develop training schedule
- obtain lead orders

Each of these must be developed in detail. A great deal of that work has already been done. However, muuch of the success of the program will depend on the people in it and those who have an effect on it such as those reponsible for selecting inmates, those who are responsible for transporting them to and from the work site on time. With the xceptance of this Plan, the remaining work can be accomplished in as short a time frame as 90-120 days provided it is given priority and there are no delays in acquiring equipment and materials and required capital to fund other expenses.

BUSINESS PLAN

The following is an outline of sources of funding or support either already confirmed or considered as likely:

- o Rent --MCDI will forgive the first year (and more, if necessary) as well as agree to very flexible charges.
- o Equipment--the board will find $10,000 in donated equipment.
- o Staff--The Jail will fund staff for at least the first year by assigning existing staff to the program.
- o Cash-- The Jail may be able to identify funds to help support initial expenditures (raw material)--this has been targeted at between $25,000-50,000. A $30,000 figure is probably the most realistic.

  The Board has targeted efforts toward obtaining between $10,000-25,000 from a charitable trust to assist start up.

CASH FLOW

Because, at this point, expenditures for what are normally major items (staff, rent, equipment) will be either unnecessary or significantly reduced, the most significant expenditures in the first year of operation will be for raw materials and components. Until suppliers have been identified and terms and delivery schedules worked out, it is difficult to develop precise cash flow information. However, it is possible to identify the needs of the shop based on our production schedule and the sales plan. Further, we have assumed the need for ample supplies of raw materials and components to insure that the shop does not run out of material (a factor which plagues correctional industries operations who cannot lay off or furlough their work force.

The Plan assumes a maximum inventory level at 90 days' production. Some materials are readily available and delivery can be made to the shop in under 30 days thereby avoiding longer term debt and charges. However, it is important to reiterate the need to have ample inventories on hand to avoid interuptions to the program for not only business reasons but also to preserve the integrety and purpose of the program.

The Plan has been developed on the premise that billings will be collected within 30 days. Since most of the customers of the program will be governmental, it will be important to follow up vigorously on collections. While government accounts rarely reneg on payment, they are notoriously slow.

BUSINESS PLAN

A key to the success of the program will be the ability of its managers to adhere to the sales and production plans. The sales targets are relatively modest. However, the shop has no reputation or track record. So, initial sales and prompt delivery of quality products is essential. The use of sales agents who are reliable will be one of the key ingredients to the success of the program.

By the close of the first year of operation, the Industries program will show a considerable profit on a relatively small investment. The Plan projects enough cash to be able to not only purchase materials but to also begin to assume most of the costs which will have been forgiven in the first year. A cash flow plan is attached (Attachment A) outlining projected expenditures on a monthly basis during the first twelve months of operation.

Assuming that the program will take over the costs associated with it over the course of the Plan, we have projected sales, expenditures and expenditures over a 5-year period. In order to factor cost increases due to inflation we have assumed as 8% escalation of cost in areas which would be effected accordingly (raw material, telephone, utilities).

Additionally, we have provided for the addition of products to the line. These include, as described earlier, several types of tables which will enhance the line and will enable the Jail to bring the existing machine and welding shop into play. We have not costed these out in great detail because they are subject to changes in design and price. However, for the puposes of this Plan we have projected material to overall cost percentages of 50% which, based on our experience, is accurate for thses types of products. Price points for these are within the current market as well (see Appendix F).

AFTER THE FIRST YEAR

Attachment B outlines projected production for the 5 years of the plan. It includes increases in production of those items used to start up the shop and introduction of new noes mentioned above from the second year on. Sales of these are projected as well. Attachment C projects expenditures over the course of the Plan. We project that by the final year of the Plan, sales will exceed $1.5 million: and profits will exceed $500,000.

Revised

February 26, 1985

APPENDIX A

BUSINESS PLAN

FIRST YEAR OF OPERATION

CASH FLOW

Month	Expenditures		Revenues
1	Equipment	$8,500	
	Inmate Wages	600	
	Staff Wages	-0-	
	Rent	-0-	
	Sales Lit.	500	
	Telephone	100	
	Utilities	500	
	Materials	27,998	
	Total	$38,198	-0-
2	Inmate Wages	600	
	Staff Wages	-0-	
	Rent	-0-	
	Sales Lit.	500	
	Telephone	100	
	Utilities	500	
	Material	27,998	
	Total	$29,698	-0-
3	Inmate Wages	600	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Utilities	500	
	Commissions	649	
	Materials	27,998	
	Total	$29,847	$12,997

APPENDIX A--- CASH PLAN

Month	Expenditures		Revenues
4	Inmate Wages	2,005	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Commissions	1,097	
	Utilities	500	
	Material	27,998	
	Total	$31,700	$21,932
5	Inmate Wages	1,500	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Commissions	1,543	
	Utilities	500	
	Material	27,998	
	Total	$31,641	$30,868
6	Inmate Wages	1,500	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Utilities	500	
	Commissions	1,990	
	Materials	27,998	
	Total	$32,088	$39,805
7	Inmate Wages	3,206	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Commissions	2,437	
	Utilities	500	
	Material	27,998	
	Total	$34,241	$48,740
8	Inmate Wages	2,700	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Commissions	3,087	
	Utilities	500	
	Material	27,998	
	Total	$34,385	$61,736

APPENDIX A--- CASH PLAN

Month	Expenditures		Revenues
9	Inmate Wages	2,700	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Utilities	500	
	Commissions	3,534	
	Materials	27,998	
	Total	$34,832	$70,671
10	Inmate Wages	3,806	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Commissions	3,980	
	Utilities	500	
	Material	27,998	
	Total	$36,384	$79,608
11	Inmate Wages	3,300	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Commissions	4,183	
	Utilities	500	
	Material	27,998	
	Total	$36,081	$83,668
12	Inmate Wages	3,806	
	Staff Wages	-0-	
	Rent	-0-	
	Telephone	100	
	Commissions	4,183	
	Utilities	500	
	Material	27,998	
	Total	$36,587	$83,668
13	Commissions	$4,183	$83,668

APPENDIX A--- CASH PLAN

Summary

Month	Expenditures	Revenues	+/ (-)	YTD +/ (-)
1	$38,198	-0-	($38,198)	($38,198)
2	29,698	-0-	(29,698)	(67,896)
3	29,847	12,997	(16,850)	(84,746)
4	31,700	21,932	(9,768)	(94,514)
5	31,641	30,868	(773)	(95,287)
6	32,088	39,805	7,717	(87,570)
7	34,241	48,740	14,499	(73,071)
8	34,385	61,736	27,351	(45,720)
9	34,832	70,671	35,839	(9,881)
10	36,384	79,608	43,224	33,343
11	36,081	83,668	47,587	80,930
12	36,587	83,668	47,081	128,011
Total	$405,682	$533,693	$128,011	

As of the end of the year there will be accounts receivable of $83,668 and commissions payable of $4,183.

Revised December 29, 1984

APPENDIX B

BUSINESS PLAN

PROJECTED UNITS PRODUCED

PRODUCT	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
POSTURE CHAIR	1500	1750	2000	2250	2500
COMPUTER WORK STATIONS	2000	2250	2500	2750	3000
PEDESTAL TABLES	1500	1650	1800	2000	2000
FOLDING TABLES	---	500	750	1000	1250
GENERAL PURPOSE TABLES	---	---	250	500	750
CONFERENCE TABLES	---	---	75	100	125
•TOTALS•	5000	6150	7375	8600	9625

PROJECTED SALES

PRODUCT	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
POSTURE CHAIR	$142,500	$180,250	$224,000	$270,000	$325,000
COMPUTER WORK STATIONS	324,861	384,695	473,625	562,650	662,880
PEDESTAL TABLES	150,000	178,200	209,952	251,940	272,080
FOLDING TABLES	-------	34,500	55,890	81,000	110,000
GENERAL PURPOSE TABLES	-------	-------	38,500	83,000	135,000
CONFERENCE TABLES	--------	--------	28,125	40,500	54,625
•TOTALS•	$617,361	$777,645	$1,030,092	$1,289,090	$1,559,585

Revised November 24, 1984

APPENDIX C

BUSINESS PLAN

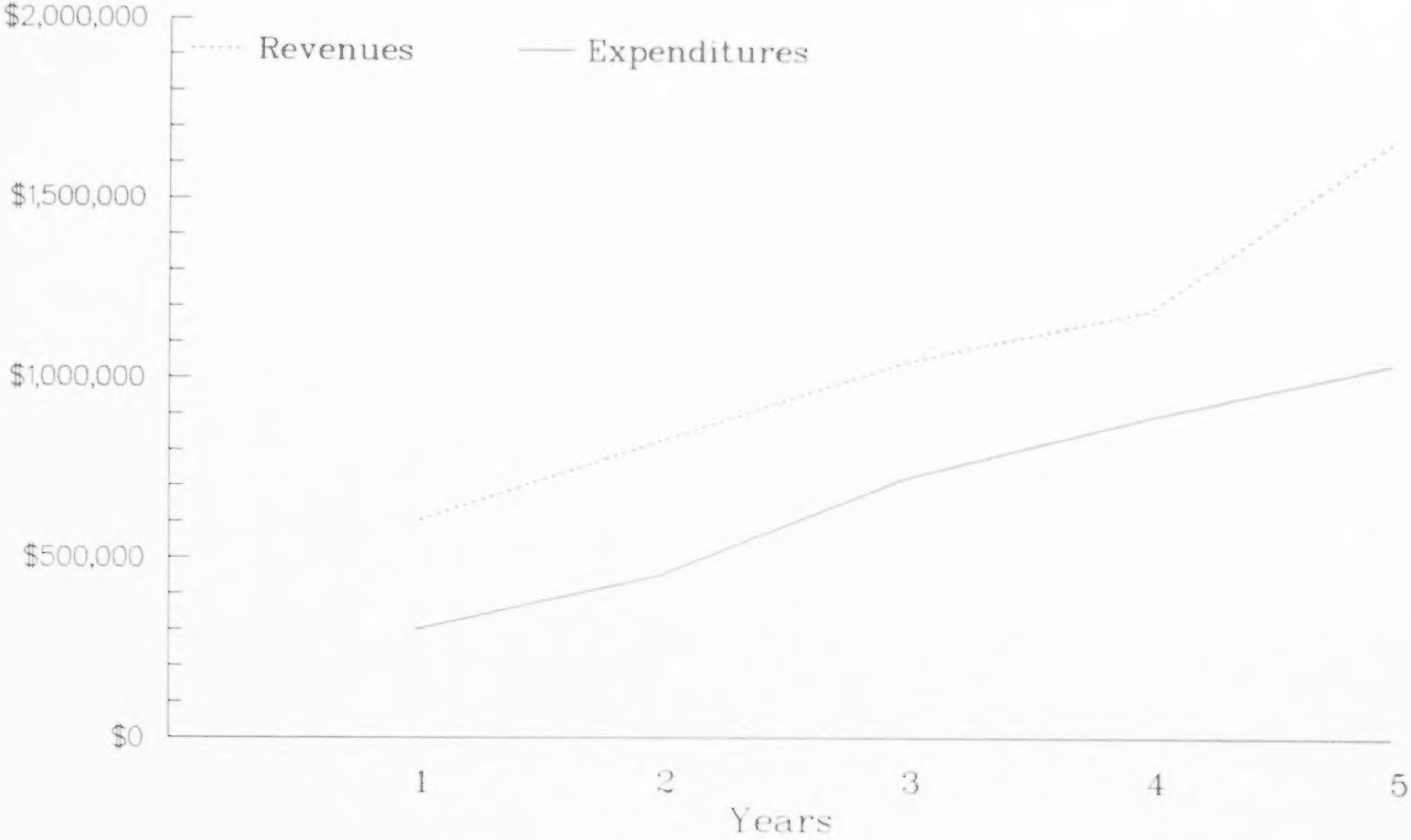
PROJECTED EXPENDITURES

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
PERSONNEL					
Staff	------	$44,000	$47,520	$51,322	$55,427
Inmates	26,322	26,322	28,429	28,429	30,703
EQUIPMENT	8,500	2,500	2,700	3,000	7,500
RENT	------	10,000	10,000	10,000	10,000
UTILITIES	6,000	6,480	7,000	7,500	8,160
TELEPHONE	1,200	1,300	1,400	1,500	1,600
SELLING MATERIALS	1,000	1,000	1,250	1,250	1,500
COMMISSIONS	30,866	41,607	55,105	69,655	84,979
MATERIAL	335,970	449,737	591,500	746,386	908,897
TOTAL COSTS	409,859	582,947	746,264	920,508	1,110,353
SALES	617,361	777,645	1,030,092	1,289,090	1,559,585
PROFIT	$207,502	$194,698	$285,188	$370,048	$450,819

Revised November 24, 1984

First to fifth years

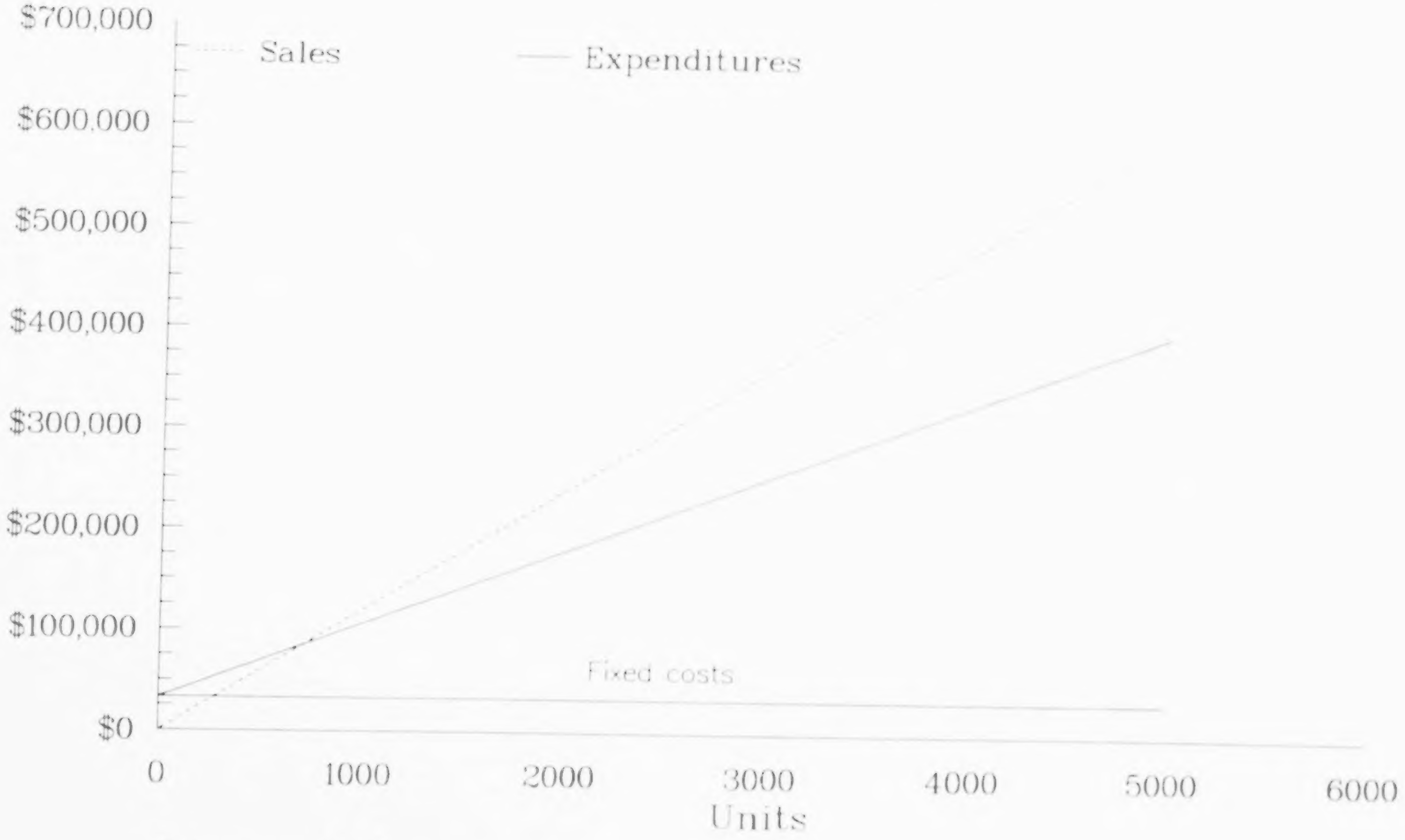
Expenditures vs. Revenues



February, 1985

First year of operation

Breakeven Analysis

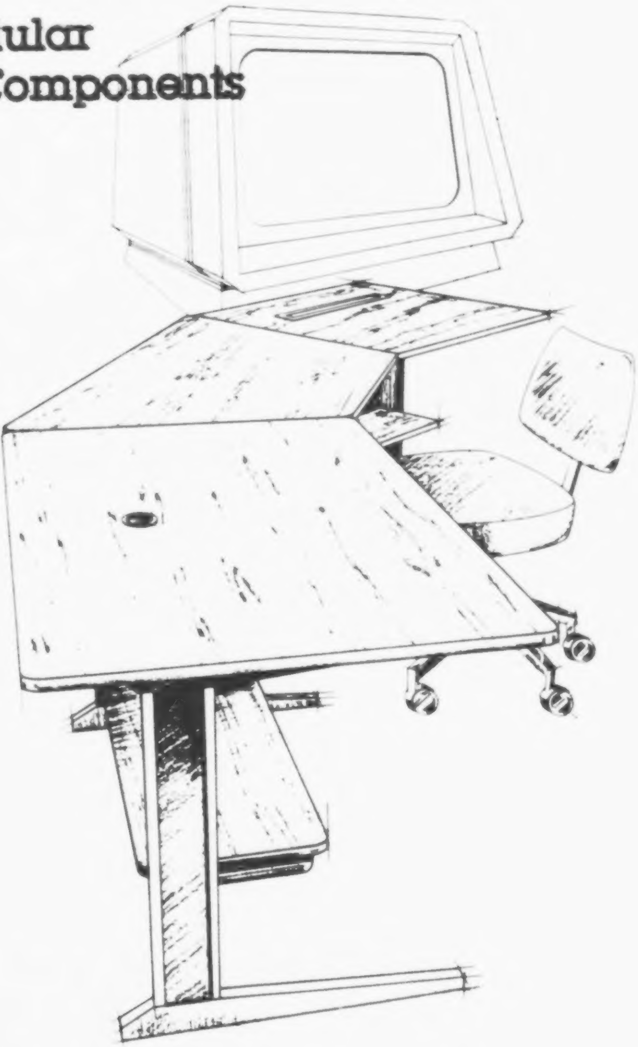


February, 1985

Corcraft

N.Y.S. Department of
Correctional Services
Division of Industries Building No. 2
State Campus
Albany New York 12226

CRT, VDT Modular Workstation Components



CorCraft CRT VDT Workstation Components offer you the opportunity to buy precision design, durable construction, and classic styling at a price you can afford. This line of furniture is designed to accommodate computer terminals, keyboards and printers. Keyboard height, wire management and optional table connectors (30° 60° and 90° available) have been engineered with an eye towards proper ergonomics for greater operator comfort as well as enhanced office efficiency.

Any decision to invest in office furniture involves a careful examination of benefits, both long and short term. These work station components are priced to provide you with immediate satisfaction simply by saving you money. Then watch your investment appreciate from year to year as you benefit from the long lasting durability of high density particle board, die cast aluminum, and ¼" angle iron used in each product.

Shown at left is a CRT Workstation composed of two basic CorCraft CRT Tables (w/ shelf) surrounding our versatile Trapezoid unit (also w/ shelf). The executive, or system operator, may utilize a full 28 square feet of working space, all within arms reach!

Top Unit

CorCraft CRT Table
w/ paper feed and shelf
Item #F25-2725AD
Dimensions: 30"D x 30"W x 26"H

Center Unit

CorCraft Trapezoidal CRT Table
w/ shelf
Item #F25-2725DC
Dimensions: 22"D x 64"W x 26"H

Bottom Unit

CorCraft CRT Table w/ shelf
Item #F25-2725CC
Dimensions: 30"D x 42"W x 26"H

And You Thought We Only Made License Plates.

POTENTIAL SUPPLIERS

1/24/85

Wilson Art
Ralph Wilson Plastics Company
51 Concord Street
North Reading, Mass. 01864
Fred Caton (617) 662-9700

Allied Plywood Corporation
136 Rear Fuller Road
Albany, New York 12205
Robert Ruth (518) 459-2380

Formica
South Cherry Street
P.O. Box 425
Wallingford, Conn. 06492
Douglas Laurie (203) 284-4257

Maharam Fabric Corporation
45 Rasons Court
Hauppauge, New York 11788
Alan Gurwitz (516) 582-3434

Components East, Inc.
P.O. Box 66
Horwington, Ct. 06761
Jim Soderburg, (203) 482-8054

SECTION 53. The Commissioner shall, so far as possible, cause such articles and materials as are used in the offices, departments or institutions of the commonwealth and of the several counties, cities and towns to be produced by the labor of prisoners in the institutions named in section fifty-one.

SECTION 54. For the purposed of determining the styles, designs and qualities of articles and materials to be made by the labor of prisoners for use in the offices, departments or institutions in accordance with section fifty-three, the officers in charge of said offices, departments or institutions shall hold meetings annually in May. The day and place of each of said meetings shall be assigned by the commissioner, who shall give to the officers concerned at least ten days notice thereof. If an officer in charge is unable to be present at a meeting he may delegate one of his assistants to attend in his behalf. Each meeting shall organize by the choice of a chairman and clerk, and within one week after the meeting, these officers shall formally notify the commissioner of the styles, designs and qualities adopted by the meeting for use in each class of offices, departments or institutions. The expenses of attending any of said meetings shall be repaid to the respective officers in the same way as other traveling expenses are paid.

SECTION 55. Annually in September the commissioner shall issue to the officers in charge of the offices, departments and institutions named in section fifty-three a descriptive list of the styles, design and qualities of said articles and materials. Any difference between the prison officials and the officers, departments or institutions in regard to style, designs and qualities shall be submitted to arbitrators, whose decision shall be final. One of said arbitrators shall be named on behalf of the prison by the commissioner, one by the principal officer of the other office, department or institution concerned, and one by agreement of the other two. The arbitrators shall be chosen from the official service, and shall receive no compensation for performance of any duty under this section, but their actual and necessary expenses shall be paid by the prison or office, department or institution against which their award is given.

SECTION 56. Annually in November the officers in charge of all offices, departments and institutions named in section fifty-three shall send to the commissioner an estimate of the quantities of the articles and materials needed for their respective offices, departments or institutions during the ensuing year. Said estimates shall generally observe the styles, designs and qualities named in the descriptive list; and if any special style is desired in considerable quantity, the estimate shall contain a request that the commissioner shall arrange for the manufacture of such special articles as may be needed.

SECTION 57. (As amended by Section 83 of Chapter 362 of Acts of 1923). Annually in January the commissioner shall send to the comptroller, to the auditing and disbursing officers of the several counties, and to the auditor and treasurer of each city and town a list of the articles and materials that can be produced by the labor of prisoners for the use of offices, departments and institutions of the commonwealth and of the counties, cities and towns. The requisitions hereinafter provided for shall conform to said list unless it appears that special style, design or quality is needed and shall be on forms provided by the commissioner. The state purchasing agent or the purchasing agent of a city or town shall make requisition therefor to the commissioner; provided, that in the case of articles or materials needed by a state office, department or institution and not required to be purchased by the state purchasing agent or needed by a county, or by a city or town not having a purchasing agent, the requisition shall be made by the officer in charge of the state, county, city or town office, department or institution in which such articles or materials are needed. The commissioner shall forthwith inform said state, city or town purchasing agent or other officer in what institutions they are produced, and he shall purchase them from any institution so designated. If they are needed immediately and are not on hand, the commissioner shall forthwith so notify him, and may purchase them elsewhere. No bill for any such articles or materials purchased for the use of said offices, departments or institutions, otherwise than from a prison or from another penal institution, shall be allowed or paid unless it is accompanied by a certificate from the commissioner showing that a requisition therefor has been made and that the goods cannot be supplied from the prisons. Provisions of any city charter contrary to this section shall be void.

SECTION 58. The price of all articles and materials supplied by the prisons to the commonwealth counties, cities and towns shall conform as nearly as may be to the wholesale market rates for similar goods manufactured outside of the prisons. Any difference of opinion in regard to price may be submitted to arbitration in the manner provided in section fifty-five.

SECTION 60. Any officer who willfully refuses or neglects to comply with the provisions of this chapter relative to the purchase of articles and materials from the prisons shall be punished by a fine of not more than one hundred dollars.

All purchases from Correctional Industries in any amount of money can be ordered directly without the formal bidding process, since the last sentence of Chapter 57 voids any local and state bid statutes.

SONOMA COUNTY
JAIL INDUSTRIES COMMISSION

PROGRAM BUSINESS PLAN
for a
New Jail Industries Program

The County Auto Renovation Service (CARS)

Sonoma County Jail Industries Commission

Sheriff Dick Michaelsen
Supervisor Janet Nicholas
Mr. Bob Stone
Mrs. Nell Codding
Mr. George Ortiz
Mr. Victor Trucco
Mr. Chuck Smith
Mr. Bob Harder
Mr. Chuck Stephens

Jail Industries Commission
Program Business Plan

for the

County Auto Renovation Service (Cars)

OBJECTIVE

To develop and provide a comprehensive implementation plan and concept assessment for a Jail Industries auto detailing program. In doing so, to provide sufficient information and data to permit the Jail Industries Commission to assess the concept and make recommendations concerning the feasibility, viability, and appropriateness of such a program.

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ATTACHMENTS

A. Market Survey and Evaluation of Competition
B. Monthly Status Report Format
C. Schedule of Revenues and Costs

EXECUTIVE SUMMARY

THE PROGRAM

This represents the initial effort at carrying out a Jail Industries program within Sonoma County in accordance with the authorization provided by Senate Bill 262. Jail Industries programs differ from normal inmate work details and previous job training programs in that they are designed to produce goods and services for use outside the detention facility, and also in the fact that the inmates involved are compensated for their labor.

The County Auto Renovation Service, or CARS, will be carried out by employing the labor of sentenced, minimum-security inmates housed at the North County Detention Facility. The facilities designated for the program are also located at the NCDF. Participation by both male and female inmates is expected and encouraged. Entry will be both voluntary and selective, the latter based on factors such as the inmate's disciplinary record, aptitude, potential for successful rehabilitation, and overall attitude.

The program will be small and of limited scope, at least in the beginning. It will employ inmates to perform auto detailing and minor body maintenance on vehicles owned and operated by the County of Sonoma and various municipal governments and agencies within the county. It is expected that this work will extend the useful life of such vehicles and, in most instances, add to their resale value when they are ultimately auctioned to the general public. Work on privately-owned vehicles or equipment will not be authorized at any time, nor will major mechanical repairs be performed. Instruction and direct supervision of the inmates' work will be provided by a Vocational Education instructor assigned by the Sonoma County Office of Education, which will also manage the instructional aspects of the program.

All work carried out under the auspices of the CARS program will be done on a reimbursable basis; revenues generated will be used to offset program costs, to provide inmate compensation, and, to the maximum extent possible, to reduce the costs of operating Sonoma County's detention facilities.

The Jail Industries program has been established with several purposes in mind. Ultimately, these all relate to efforts to reduce the costs of incarceration, either through direct recovery of costs, or through reduction in inmate populations through reduced recidivism. The principal objective of the program described herein is to provide the maximum possible contribution to these goals.

PARAMETERS

The program will operate under a variety of conditions which impose certain natural limits on its size and scope. It is important that the presence of these factors be recognized and accepted. They include:

- an accepted restriction against competition with private enterprise in any real sense,
- an inmate population which is relatively small, and composed of persons serving comparatively brief sentences,
- an inmate population which also consists, for the most part, of unskilled and undereducated workers, and
- the lack of other than very limited industrial facilities and resources at either of the detention facilities.

In total these factors dictate, at least in the beginning, a program which is small in scope and size, easily managed, does not require complex instruction or extensive training, and provides maximum benefits from the employment of a variety of basic skills.

OPPORTUNITY ASSESSMENT

A variety of factors exist which support a very positive assessment regarding the potential success of this program. They include:

- A record of program success. While this is the initial Jail Industries program in Sonoma County, similar programs have been highly successful in Los Angeles, San Bernardino, and other counties. The Food Service ROP program now being carried out at the NCDF, also very similar in scope and concept, has been very successful.

- Surveys carried out incident to the development of this business plan indicate that a market does exist for this type of service, and that it is sufficiently large to support a program of the intended size.

- Due to its very limited clientele, the program is unlikely to generate any real charges that it represents unfair competition with private enterprise.

- Previous experience with the Food Services ROP program, and the preliminary work done on this program, show that there is a strong desire to participate on the part of many NCDF inmates. A review of the current/projected inmate population at the NCDF also shows that sufficient numbers of qualified minimum-security inmates will be available to support the program for the foreseeable future. This, however, will probably require that some adjustments be made in the number of inmates assigned to current work details.

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- None of the agencies who are potential clients for this program appear, with the exception of infrequent instances, to be currently paying to have similar auto detailing services performed by private contractors. The CARS program will, therefore, not be taking business away from area firms.

- The quality of the assigned management staff is very high. Staff personnel involved, from both the Sheriff's Department and the Office of Education, are experienced and well versed in the development and operation of programs such as this. The Vocational Education instructor assigned by the Office of Education is highly experienced in both vocational education and the field of automotive services and repair.

INVESTMENT

Initial start-up costs for this program will be relatively small. With the exception of minor expenditures for materials and equipment, the majority of the costs are those required to modify and upgrade the facilities at the NCDF. a total of $1,500 has been expended to date* to initiate the program. We are estimating that approximately $28,000 will be required, in total, to fully implement the program and provide all necessary equipment and facilities. However, a large part of these costs can be programmed for expenditure on an incremental basis over the next calendar year.

It should also be noted that the majority of the facilities and equipment made available as a result of this program can also be employed at the NCDF to carry out other cost avoidance programs, which will thereby produce added savings for the county.

The Inmate Welfare Fund contains sufficient funds to fully implement the program as described herein. The funds can be made available when approval is received for their expenditure.

PROJECTION OF REVENUES

Pending full program implementation, a definitive statement of expected financial performance cannot be achieved. However, based on initial work performed on several county vehicles, the estimated size of the market within Sonoma County, and projected program costs and workload capabilities, we estimate that the program will produce annual revenues in excess of $96,000. This is based on an estimated average production of fifteen vehicles per week, with weekly revenues of $1,750. See Attachment C.

* Does not include ADA funding for the reimbursement of the SCOE Vocational Education instructor.

MARKET RESEARCH AND ANALYSIS

CUSTOMERS

Potential customers for the services and products provided by the CARS program include:

County of Sonoma Fleet Operations, Public Works Department,
  Wastewater Operations Department
Sonoma County Water Agency
Sonoma County Transit Bureau
The Cities of Santa Rosa, Healdsburg, Petaluma, Cloverdale,
  Rohnert Park, Sonoma, Cotati, and Sebastopol.
Various County School Districts.

SERVICES

The program has the potential for providing a variety of services while remaining within existing constraints and resource limitations. It is expected that the services available during the initial period of implementation will be limited to basic auto detailing (as described on page 11), with additional services and products added on an incremental basis thereafter. The variety of services envisioned includes:

Vehicle Preservation
Basic Auto Detailing
Vehicle Restoration
Preparation of New Patrol Cars
Fabrication of Patrol Car push bumpers.

A full description of the various operations involved in providing these services is provided as a part of the concept of operations, page 11.

ACCEPTANCE

According to all indications, there is a high degree of program service/product acceptance on the part of potential clients. The availability of an effective auto detailing service is attractive to fleet managers in Sonome County since it allows them to: (1) extend the service life of their vehicles, (2) makes it easier to maintain vehicle appearance, and (3) results in generally higher prices when vehicles are resold to the public.

Factors affecting the degree of acceptance among potential clients (see also Attachment A), include cost, quality of work, the length of time vehicles remain out of service, the incidence of vandalism/poor workmanship, and the difficulties involved in using the service.

Strategies which can be employed to achieve a high level of customer acceptance include the maintenance of costs at the lowest practicable level, a very strong quality control program, prompt and effective resolution of any problems, quick vehicle turnaround times, and a strong customer relations program (to include site visits, sharing of cost-savings ideas and information, mention of customers in positive press releases and other media programs, etc.).

COMPETITION

None of the potential clients are known to be using commercial auto detailing services on anything approaching a regular bases.

The fleet managers interviewed indicate that they would probably make more extensive use of commercial facilities, but regard them as far too expensive. There are currently in excess of 20 auto detailing firms in the general Santa Rosa/Rohnert Park area. A very brief survey of these firms indicated that the average price for complete interior and exterior detailing (based on a 1983 Pontiac four-door sedan) is $150.00. This may or may not include engine steam cleaning.

MARKET SURVEY RESULTS

In order to guage customer acceptance and the general size of the market, surveys were conducted involving many of the potential customers. Detailed results of the surveys are provided in Attachment A.

Reaction to the program ranged from a high degree of enthusiasm to cautious approval. The negative aspect most often mentioned was the potential for vandalism by the inmates, particularly in the case of marked patrol cars. This reinforces the need for close supervision and a strong quality control program. The size of the market for our program's services and products can be roughly gauged by the following:

- City of Santa Rosa: "Definitely interested". Has 50-60 pool vehicles he would like to have detailed on a yearly basis. Auctioned 32 cars recently, generally auctions 24 vehicles in an average year.

- County of Sonoma Fleet Operations: Strongly supportive. Auctions off 60-70 vehicles per year, together with another 20-30 from other county agencies. Also interested in the preservation of newer cars, detailing of some cars on a regular basis, and the preparation (striping) of new patrol cars.

- City of Petaluma: "Strongly interested" in the program. Currently uses the Vacaville facility for detailing. Most interested in using the services as a means of extending the service life of vehicles, has several available right now. Workload would probably be on the order of 1-2 vehicles per month.

- City of Rohnert Park: Definitely interested, but worried about the potential for damage due to inmate vandalism. Has a pool of over 130 vehicles, including patrol cars. Interested in both periodic detailing of vehicles and in restoration of vehicles prior to sale.

Based on the interest shown, the limited competition, and the total number of vehicles in the county which are potentially available to the program, we estimate that the potential clients can, between them, provide an average of fifteen vehicles per week into the program. It should be expected that there will be constant fluctuations in the number of vehicles available from week to week. For this reason, our planning includes a variety of alternative work strategies designed to ensure continued employment of the inmates and facilities during periods when the number of vehicles is insufficient to support the program.

MARKET SHARE

Under optimum conditions, given the total number of government vehicles within the county, our program should receive more business than it can handle. Factors reducing the input of client vehicles into the program are not related so much to the pressures of competition as they are to limitations on the amount of funding clients have budgeted for auto detailing/maintenance, dissatisfaction with the service, a basic preference for using local commercial facilities, and client "self-help" auto maintenance programs. Under normal conditions, therefore, we could expect that the program will receive all, or nearly all, of our clients' auto detailing business. In other words, if a vehicle is not assigned to our program, there is a strong probability that it has not been assigned to anyone else either.

As previously noted, it is our expectation that the program's clients will be able to furnish an average of fifteen vehicles per week into the program. Given the conditions discussed above, this probably represents an optimum market share. However, this level of business is based on the clients' perception of our program as an efficient, cost-effective service. In order to maintain this perception, and our market share, every effort will have to be made to maintain the quality, responsiveness, and cost effectiveness of the program at the highest possible levels.

MARKETING PLAN

MARKETING STRATEGY

The program's customers have been previously identified. Our basic marketing strategy is to provide high quality auto detailing and related services at a price lower than that available from commercial sources.

In order to maintain prices at the desired level, while maintaining customer support, we will emphasize a high degree or responsiveness to customer needs, efficient service, and effective product quality control.

Due to the nature of our program, and the limited number of clients, marketing will be carried out on the basis of personal contacts. This will provide information on pricing, the services available, billing, and procedures for obtaining services.

Continued personal contacts will be required to introduce new products and services, resolve any customer complaints and problems, and evaluate the overall effectiveness of the program.

PRICING

Our pricing policy is designed to gain customer acceptance, while maintaining a level of revenues sufficient to justify the continued existence of the CARS program.

Factors involved in establishing the program's price schedule include the cost of materials, utilities and facilities costs, inmate labor, and program revenue requirements. (See Attachment C).

- Cost of Materials: Directly chargeable based on the amount required to complete the job. Exact figures will vary depending on material costs, type of vehicle, etc. For purposes of this plan, we are estimating an average cost of $4.00 per vehicle for basic auto detailing. Costs would be proportionally larger for more extensive services.

- Utilities Costs: Also includes costs for facilities maintenance. Separate from the basic costs for operating the NCDF, and derive from the operation of program-specific facilities. We estimate a charge of $1.00 - $2.00 per vehicle for utilities costs.

- Inmate Labor: Figured on an hourly rate. In accordance with the Penal Code (2811), inmate labor is reimbursable on the basis of the quality and quantity of work performed, to a maximum of 1/2 of the minimum wage rate ($4.25 per hour). In keeping with this statutory requirement, an inmate wage schedule has been established based on applicable skill levels:

CLASSIFICATION*	WAGE PER HOUR:
Apprentice Detailer	$ .50
Journeyman Detailer	.65
Automotive Welder	.80
Automotive Painter	.80

* See page 14 for details on qualification procedures, assigned functions, etc.

For purposes of this plan, we are estimating that a basic auto detailing job (which doesn't involve repairs, welding, or painting) will require 8 man hours to complete, with an attendant cost of $5.20 for inmate labor.

ECONOMICS

Production costs will, of course, increase beyond those shown above where additional work such as painting, welding, parts replacement, etc., is involved. To keep the program's services attractive to customers, while maintaining a desirable rate of returns, we are proposing a service price schedule as follows:

SERVICE*	CHARGE
Vehicle Preservation	$50.00 Flat Rate
Basic Auto Detailing	$ 75.00 Flat Rate
Vehicle Restoration	$100.00 (Flat Rate) Does not include any additiona charges for body repairs)
Body Repairs	Variable charge based on book rate for labor and materials.
Preparation/Striping of new Patrol Cars	$50.00 rate for vehicle preservation, plus book rate for labor for installation of striping, etc.

* See page 11 for a description of services provided in each area.

With a projected workload of 15 vehicles per week, and costs as described above, our projected pricing schedule would provide annual revenues of approximately $96,000. In actuality, increased revenues can probably be expected as a result of increases in the number of jobs performed, performan of more complex (and therefore more expensive) services, and the inclusion o alternative work projects to "fill in" during the slack periods.

Revenues at the level described above would permit the program to repay the initial capital investment within approximately six months, with greatly increased positive cash flow beyond that point.

BILLING AND REIMBURSEMENT

All services/products will be provided on a reimbursable basis. The amount of required reimbursement, services to be performed, delivery schedules, and any additional information as necessary will be included in a service agreement prepared for each client vehicle. Limits of liability will also be specified, as will a listing of ancilliary equipment (e.g., radios, antennas, spotlights, etc.) on the vehicle.

Service agreements should be executed and signed by duly authorized client/program representatives prior to, or upon, delivery of vehicles to the NCDF, but must be executed before any work is initiated.

Upon completion of all work, and acceptance of the vehicle by the client's representative, a bill for services rendered will be prepared and forwarded to the Sheriff's Department Accounting Office. The Accounting Office will prepare an invoice and forward it to the appropriate department/agency for payment. Upon receipt of payment, the money will be deposited in the Jail Industries Fund.

ALTERNATIVE WORK PROJECTS

In order to maintain maximum productivity, keep the inmates actively employed, and produce optimum benefits for the county, alternative types of employment will be pursued during periods when the number of available vehicles is not sufficient to support full program operations. It is the responsibility of the program's management staff to identify various alternative work projects and ensure that they are initiated whenever inmate productivity levels fall, or are expected to fall, below desired levels. Examples of alternative work projects include:

- fabrication of welded Forest Service picnic grills on a sub-contractor basis for the County Youth Camp.

- fabrication of welded steel push bumpers for installation on county/city vehicles (now being marketed by the County Youth Camp).

- fabrication/refurbishment of facilities and equipment at the NCDF (non-reimbursable, but would result in savings to the county).

As a general rule, performance of auto detailing and related services will be carried out in preference to alternative work projects such as those above. However, if such a project is identified which will provide potentially greater benefits for the county, while still providing useful job skill training for the inmates, it will be brought to the attention of the Jail Industries Commission. The Commission will make a determination as to the relative priority of the new venture within the program.

CONCEPT OF OPERATIONS

PROGRAM ASSETS

Program assets consist of facilities and equipment located at the NCDF. The facilities designated for program use consist of a large 3,060 square foot garage, most of which consists of open work bays, located adjacent to the NCDF. Additional use may be made of a closed storage garage located near the designated facility. Except for the temporary use of facilities located elsewhere when those at the NCDF are inadequate or unavailable, it is expected that all program work will be carried out at the site.

In addition to the fixed facilities, program assets also include:

safety equipment
various types of welding equipment
an electric lift
air compressors
auto body painting and finishing tools
a supply of detailing and painting materials

With minor exceptions, the equipment and materials required to carry out program operations are on hand or are being ordered.

FACILITIES IMPROVEMENTS

At present, the facilities designated for CARS program use at the NCDF are inadequate in a number of important respects. Examples of present deficiencies include:

(1) Lack of sufficient 110/220 V. outlets and 3-phase power within the designated program facility,
(2) Lack of an air compressor of sufficient capacity/reliability to support program needs,
(3) An uncompleted overhead lighting system in the work bays,
(4) Lack of a modern, safe spray painting booth,
(5) Lack of fire-retardant walls as required for full-scale welding operations,
(6) Lack of any means to heat the open work bays, and
(7) Absence of any doors on the open work bays.

Correction of these deficiencies is being programmed as part of overall planning for the development of an Industrial Training area at the NCDF. Action is being taken with PG&E to correct the power situation as soon as possible, and a need for an adequate air compressor has been reflected in the initial Jail Industries program budget. Correction of the remaining deficiencies will be undertaken on an incremental basis over the next two years. See the Program Implementation Schedule, page 24.

PERSONNEL

Based on anticipated workload levels, instructional needs, and required skill levels, we estimate that the CARS program can accommodate about 20 inmates when fully operational. This number will, of necessity, be smaller during the initial period, and may be somewhat larger as additional experience is gained.

Inmate participation will be on a voluntary basis. The inmate wage scale was previously provided on page 8.

The SCOE Instructor is responsible for the training, instruction, and supervision of inmates assigned to the program. The Instructor will keep the NCDF Facility Manager advised concerning program vacancies and personnel requirements. When vacancies exist, the Facility Manager will solicit volunteers from among the NCDF population. The NCDF Facility Manager, with the advice and assistance of the SCOE Instructor, will select inmates to fill existing vacancies from among the list of available candidates. Factors to be considered in making selections will include:

- previous disciplinary record
- existing job qualifications
- interest in, and aptitude for, the program
- demonstrated or observed suitability for vocational rehabilitation
- history of substance abuse.

In no instance will otherwise-unqualified inmates be admitted to the program simply to maintain the work force at a given level.

The SCOE Instructor will maintain close supervision over inmates, and ensure they comply with prescribed attendance and performance standards. Participants will be automatically removed from the program if they:

- become disciplinary problems
- violate any rules and regulations prescribed for the inmates of the detention facilities
- fail to meet prescribed performance standards
- exhibit behavior or attitudes which are contrary to the welfare of the program and its participants, or otherwise reflect unsuitability for continued rehabilitation training.

SERVICES

Services provided by the program will initially be limited to basic auto detailing and preservation. However, as experience and capabilities increase, it is expected that they will expand to include a range of services as follows:

(1) Vehicle Preservation: Designed for new vehicles (those with less than one year of service/less that 20,000 miles), and is intended to enhance vehicle appearance while extending the life of the vehicle's finish and interior. Includes: interior vacuum, portection of vinyl surfaces, wheels cleaned, tires cleaned and dressed, exterior hand washed and chamois dried, machine polished and cleaner was applied by hand, chrome polished.

(2) Basic Auto Detailing: Restores the appearance of older vehicles, and those which have had very heavy use and/or extensive mileage. Largely intended for those vehicles which are reaching the end of their service lives and are marked for disposition through public auction. The services provided are those as specified under "Basic Auto Detailing". Additional work in the form of body repairs/restoration may be provided as specified by the client.

(3) Vehicle Restoration: This service is intended to restore older vehicles, and those which have had very heavy use and/or extensive mileage. Largely intended for those vehicles which are reaching the end of their service lives and are marked for disposition through public auction. The services provided are those as specified under "Basic Auto Detailing." Additional work in the form of body repairs/restoration may be provided as specified by the client.

(4) Body Repairs: This includes the replacement of missing/damaged parts, filling holes, removal of dents and rust, repairs to vinyl upholstery, spot painting, etc. The extent of such work will be determined by the client.

(5) Patrol Car Preparation: Includes all the functions described under "Vehicle Preservation," plus the installation of stripes, serial numbers, markings, and insignia required to place new patrol cars in service. Required decals and special materials will be provided by the customer.

As previously noted, the services provided by the program will not include mechanical repairs (e.g., engine, brakes, transmission, etc.), nor will they include major body repairs such as those required to repair serious crash damage.

BASIC OPERATING PROCEDURES

The working day for assigned inmates will be six hours in duration.

The SCOE Instructor is responsible for daily inmate work schedules, for providing an organized course of instruction in related job skills, program requirements, and safety, and for the cleanliness and maintenance of the program's assigned facilities.

Close accounting will be maintained, and accurate records kept, covering all work performed on client vehicles and alternative work projects, specific inmate job assignments, consumption of materials and equipment, hours spent in instruction and training, the number of hours worked by each inmate, equipment failures, and other such data as needed for effective program management. Forms and records required to meet these needs will be developed and submitted to the Jail Industries Commission for approval.

Sales agreements must be prepared on all vehicles prior to the commencement of any work (see page 8-9). If, subsequent to the commencement of work, it is found that there are additional problems/conditions which may warrant changes or alterations in the level and scope of the work specified in the sales agreement, such changes/alterations must be agreed to by the client's authorized representative in writing or by telephone. Any changes will be brought to the attention of the client by the SCOE Instructor. This responsibility will not be delegated to an inmate.

Reimbursement of participating inmates will be on the basis of skill levels and hours spent in actual work. Amounts earned will be credited to an inmate's account in accordance with established procedures.

The SCOE Instructor is responsible for developing and maintaining a schedule of future program job assignments. This will be used to coordinate and schedule the delivery of client vehicles to the NCDF. Factors considered in developing the schedule should include the number of inmates assigned to the program, their relative skill levels/qualifications, the amount of time required for training, instruction and facilities maintenance, the availability of necessary materials, etc. On the basis of this schedule, the SCOE Instructor will identify the numbers of vehicles which can be accommodated within a given period. The SCOE Instructor will contact the program's various clients, advise them of program capacities during the period, and arrange for the delivery of sufficient vehicles to fill out the work schedule. To the extend possible, this scheduling process will be carried out as far in advance as possible.

With infrequent exceptions, it will be the responsibility of the clients to arrange for delivery of their vehicles to the NCDF. Where possible, they will be encouraged to arrange deliveries to coincide with the pick-up of finished vehicles.

If there are any extensive number of instances in which a client fails to provide vehicles in accordance with agreed-upon delivery schedule, the Jail Industries Program Coordinator will discuss it with the client, and attempt to develop a solution to any existing problems.

EVALUATION

The SCOE Instructor is responsible for monitoring the quality of all work performed by the inmates, and for immediately correcting any incorrect work procedures or other problems.

Any work which is performed incorrectly will be redone, and the incident used as a training vehicle for the inmate(s) involved. Repeated (or willful) instances of poor performance will be cause for removing an inmate from the program.

In addition, the Jail Industries Program Coordinator will, at frequent intervals, visit clients to obtain any comments they may have concerning the program's timeliness and quality of work. Any adverse comments will be brought to the attention of the SCOE Instructor and the Adult Corrections Principal.

To assist in evaluating the overall effectiveness of the program, the Adult Corrections Principal will prepare a monthly status report for submission to the Jail Industries Commission. The report will provide a comprehensive evaluation of the program's current status, and will be prepared in the format shown in Attachment B.

Additional evaluations, audits, and inspections will be carried out as directed by the Jail Industries Commission or the Adult Corrections Principal in order to meet management needs and/or legislative requirements.

INMATE QUALIFICATION

As noted on page 11, entry of inmates into the program will be based on aptitude and attitude. All inmates who enter the program, regardless of previous experience, will begin as Apprentice Auto Detailers.

The SCOE Vocational Education instructor will develop a program of instruction and training designed to qualify inmates for advancement. In carrying out this program, equal consideration will be given to both the inmate's attitude and demonstrated skill levels. In general, the qualifications for advancement are:

Journeyman Detailer: Satisfactory performance as an Apprentice Detailer. Successfully perform assigned tasks. Demonstrate a thorough knowledge of all equipment and materials associated with auto detailing operations. Demonstrate an ability to perform all required auto detailing functions properly and on schedule.

Automotive Welder: Successfully meet all program requirements pertaining to productivity, reliability, and accepted work habits. Demonstrate a thorough knowledge of the equipment and materials required for automotive welding and brazing. Use various types of welders effectively. Demonstrate a complete knowledge of all safety regulations associated with welding operations. Demonstrate an ability to perform all types of welding associated with the CARS program.

Automotive Painter: Successfully meet all program requirements pertaining to productivity, reliability, and accepted work habits. Demonstrate a thorough knowledge of the equipment and materials associated with automotive painting operations. Demonstrate a complete knowledge of safety procedures associated with automotive painting operations. Use various types of body fillers, paints, and primers successfully. Demonstrate an ability to perform all operations required to repaint a vehicle within prescribed standards.

Advancement certificates will be developed and provided to the inmates to mark their progression through the program.

The SCOE Vocational Education instructor will maintain a record of inmate qualifications. The identities of all inmates selected for advancement during the month will be included in the Adult Corrections Principal's monthly report to the Commission.

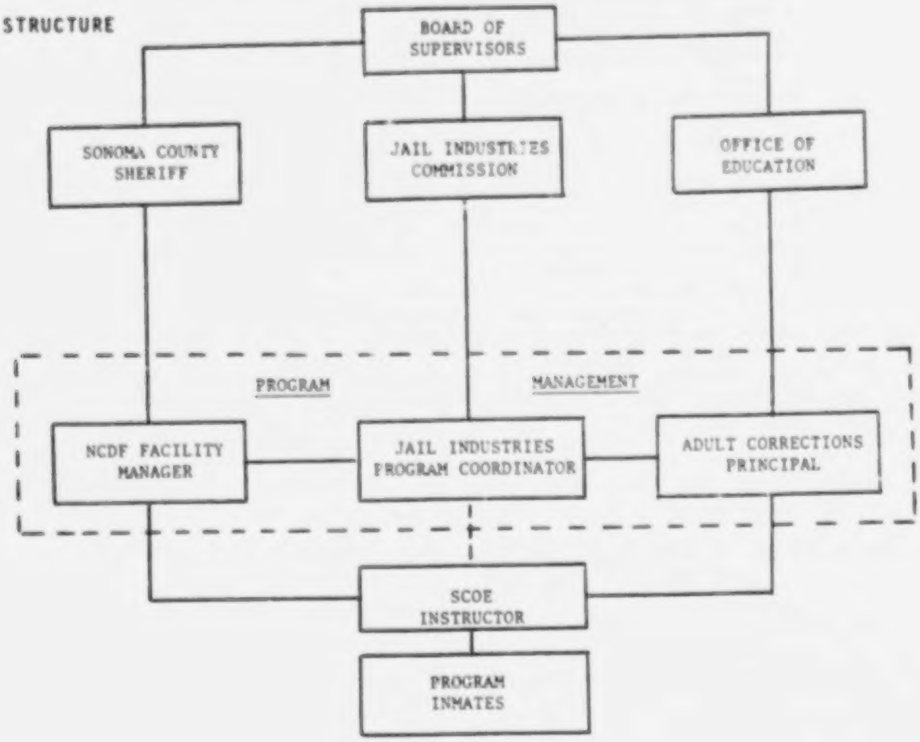
ORGANIZATION AND MANAGEMENT

ORGANIZATION

The principal members/components of the Jail Industries organization in Sonoma County are:

Sonoma County Board of Supervisors
The Sheriff of Sonoma County
Sonoma County Office of Education
Jail Industries Commission
Adult Corrections Principal
Jail Industries Program Coordinator
SCOE Vocational Education Instructor
NCDF Facilities Manager
NCDF Inmates, as assigned

STRUCTURE


BOARD OF SUPERVISORS
SONOMA COUNTY SHERIFF
JAIL INDUSTRIES COMMISSION
OFFICE OF EDUCATION
PROGRAM
MANAGEMENT
NCDF FACILITY MANAGER
JAIL INDUSTRIES PROGRAM COORDINATOR
ADULT CORRECTIONS PRINCIPAL
SCOE INSTRUCTOR
PROGRAM INMATES

FUNCTIONAL RESPONSIBILITIES

Areas of responsibility exercised by the principal members of the Jail Industries organization include:

Board of Supervisors:

- Establishes policy and exercises legislative oversight.
- Ensures program compliance with established state and county directives.
- Provides resource allocations to meet program needs.

Sheriff of Sonoma County:

- Ex Officio Chairperson of the Jail Industries Commission.
- Implements the Jail Industries program in accordance with the policies established by SB 262 and the Sonoma County Board of Supervisors.
- Allocates and provides resources, including funding and personnel, as required to carry out the program.
- Develops and submits requirements for program resources.
- Controls and regulates the assignment of inmates into the program.
- Coordinates with the media, with citizens groups, and with representatives of state and local governments on matters pertaining to the program and its concept.

Sonoma County Office of Education:

- Designates and provides an Adult Corrections Principal in accordance with agreements established with the Sonoma County Sheriff's Department.
- Designates and provides qualified Vocational Educational instructors as required to carry out Jail Industries educational/training objectives.
- Takes programming actions as required to obtain supplemental funding (Average Daily Attendance (ADA) reimbursement, educational grants, etc.), as needed to meet program objectives.
- Evaluates program operations to ensure compliance with legislative requirements and sound educational doctrine.
- Maintains close liaison and coordination with the Sheriff of Sonoma County on all matters pertaining to the instruction of inmates.

Jail Industries Commission:

- Responsible for the design, development, and implementation of CARS and other Jail Industries programs within Sonoma County's detention facilities.
- Develops and implements procedures for program content, financing, operations, evaluation, and management.

- Evaluates and determines program resource requirements, and advises the Sheriff of Sonoma County accordingly.
- Evaluates program effectiveness, and ensures compliance with all applicable laws and directives.
- Manages and supervises the Jail Industries Fund. Authorizes expenditures as required to carry out program operations.
- Evaluates requirements for new programs, and for changes in existing programs. Advises the Sheriff of Sonoma County concerning these requirements as appropriate.
- Coordinates with other government bodies and agencies, and with representatives from the media, citizens groups, private industry, and organized labor regarding program matters.
- Establishes ad hoc committees and study groups as required to study and evaluate specific issues and areas of interest. Provides funding for the support of such groups as required.

Adult Corrections Principal:

- Responsible for the implementation and supervision of all educational aspects of the Jail Industries program.
- Reports to the Sheriff of Sonoma County, the Office of Education, and the Jail Industries Commission on matters affecting the program.
- Supervises, directs, and evaluates Vocational Education Instructors as assigned under the auspices of the program.
- Identifies resource requirements and takes appropriate programming actions to meet these needs.
- Coordinates efforts taken within the SCOE to identify and obtain supplemental funding (ADA, educational grants, etc.) as needed to support program operations.
- Develops and provides monthly program status reports, and other reports as required for program management.
- Evaluates program effectiveness and ensures compliance with all applicable laws, regulations, and directives.
- Coordinates on program matters with representatives from other governmental agencies.
- Ensures that any problems or issues requiring resolution are brought to the attention of the Jail Industries Commission, the Sheriff of Sonoma County, and the Office of Education, as appropriate.
- Develops and establishes procedures as required to identify and maintain performance and attendance standards applicable to program inmates.

Jail Industries Program Coordinator:

- Acts as the Executive Secretary for the Jail Industries Commission.
- Carries out program functions under the direction of the Adult Corrections Principal and the Jail Industries Commission. Reports to the Sheriff of Sonoma County on all program matters.

- Coordinates the allocation and expenditure of funds from the Jail Industries Fund. Keeps the Sheriff of Sonoma County and the Adult Corrections Principal advised on all matters affecting resource allocations.
- Develops public relations materials and programs as directed by the Sheriff of Sonoma County.
- Coordinates actions within the Sheriff's Department to obtain supplemental funding (e.g., grants, etc.) as necessary to support the program.
- Carries out studies, evaluations, and audits as required to evaluate program effectiveness.

Vocational Education Instructor:

- Supervise the work performance of assigned inmates. Ensures they meet established attendance and performance standards.
- Prepares daily work schedules, evaluations, reports, and records as required.
- Responsible for the cleanliness and maintenance of all facilities assigned to the program.
- Advises the NCDF Facility Manager when removal of inmates from the program is required. Assists the Facility Manager in evaluating and selecting inmates for entry into the program.
- Develops, and carries out, a complete instructional program for assigned inmates, to cover applicable job skills, program procedures, and safety.
- Maintains direct service/product quality control.
- Maintains accountability for tools, equipment, and other program assets as assigned.
- Develops schedules as required to forecast program capabilities, work assignments, and material requirements.
- Prescribes required work procedures and methods of operation; evaluates and modifies procedures to meet established program objectives.
- Ensures that required materials and equipment are on hand to carry out program operations. Submits requisitions to the Jail Industries Program Coordinator, via the Adult Corrections Principal, as required to obtain needed materials and equipment.

NCDF Facility Manager:

- Coordinates and supervises the selection of inmates to enter Jail Industries programs.
- Advises and assists the Adult Correction Principal on program matters under his cognizance.
- Responsible for the overall security and safety of the NCDF, its staff, and assigned inmates. Ensures that prompt action is taken to resolve any problems regarding program operations which affect these areas.
- Monitors the use of resources and facilities as assigned for program use to ensure that such use is in compliance with established regulations and directives. Brings any problems noted to the prompt attention of the Adult Corrections Principal.
- Takes prompt action to remove inmates from the program when such is recommended by the Vocational Education Instructor.

FINANCE AND ACCOUNTING

FUNDING SOURCES

A variety of funding sources will be employed to implement and initiate the CARS program, including County General Funds, SCOE Average Daily Attendance (ADA) reimbursement, Inmate Welfare Funds, and supplemental grants. Continued use of these various funds is expected, with varied levels of reliance on each. As a general rule, every effort will be made to obtain and use supplemental grant funding as available.

ADA FUNDING

Programs for inmate education may be funded through state ADA reimbursement in cases where non-inmate programs do not exhaust ADA allocations for the county. This has been the case in Sonoma County for the past several years. ADA reimbursement is used to fund for the program support provided by the SCOE, including wages and benefits for the assigned Vocational Education instructor. Continued availability of this funding is expected, but contingencies should be provided for in the event that this is not the case.

JAIL INDUSTRIES FUND

Senate Bill 262 provides that a Jail Industries Fund be established, and managed along the guidelines provided for Prison Industries Funds. On this basis, and the Sonoma County Board of Supervisors' implementing resolution, a Jail Industries Fund (041608, 11-300-410) has been established within the Sonoma County Sheriff's Department.

The Jail Industries Fund is to be used to separately track revenues and expenditures relating to CARS and any other Jail Industries programs as established. A separate revenue fund account has been established to ensure compliance with mandatory separation of the Jail Industries Fund from the County General Fund.

Expenditures from the Jail Industries Fund are controlled by the Jail Industries Commission, and authorized only for legitimate purposes as established by SB 262 ("funds in a jail industries fund may only be used for the operation or expansion of the jail industry program or to cover operating and construction costs of county detention facilities, and may not be transferred to the county general fund"). All program revenues will be similarly deposited in the fund.

To provide the capital necessary to initiate the CARS program, funds as required for this purpose will be transferred from the Inmate Welfare Fund to the Jail Industries Fund in accordance with authorization provided by the Sheriff of Sonoma County.

ACCOUNTING PROCEDURES

The Jail Industries Program Coordinator manages the Jail Industries Fund, and is authorized to approve single item expenditures to a limit of $1,000.00. Expenditures above this limit must be approved by the Jail Industries Commission.

Basic accounting functions, including transfers, receipts, preparation of invoices, receipt of revenues, etc., will be performed by the Sheriff's Department Accounting Office in accordance with established procedures governing the management and use of County funds. All income derived from the CARS program will be deposited in the Jail Industries Fund.

Procurement of supplies and equipment will be coordinated through the Purchasing Office in the Sheriff's Department. Requisitions for program materials will be prepared by the SCOE Vocational Instructor, and forwarded to the Jail Industries Program Coordinator, via the Adult Corrections Principal, for approval. Requisitions will normally be forwarded to the Sheriff's Department Purchasing Office for further action by the County Purchasing Office. In those instances where it is shown to be more cost effective, however, reimbursement will be provided by the Purchasing Office to cover direct procurements by the Sonoma County Office of Education.

The Jail Industries Fund is organized into Sub-Object accounts (e.g., communications, small tools, supplies, repair of equipment, etc.). Transfers from one budget sub-object to another must be approved by the Sheriff's Department Administrative Services Officer. Transfers between major budget categories (e.g., from Supplies/Services to Fixed Assets) must be approved by the Board of Supervisors.

The Jail Industries Program Coordinator will provide a monthly report on the status of the Jail Industries Fund to the Adult Corrections Principal for inclusion in his status report to the Jail Industries Commission. The Jail Industries Program Coordinator will also provide such additional reports to the Sheriff of Sonoma County and/or the Jail Industries Commission as required.

Inspections and audits of the Jail Industries Fund will be carried out in compliance with the procedures established for the management of County funds.

INMATE REIMBURSEMENT

The SCOE Vocational Education Instructor is responsible for maintaining a close accounting over the number of hours worked by each program inmate. Inmates will be reimbursed for time spent in both production and instruction, to a maximum of six hours per workday. See page 14 for details.

Once per month, or more often if required, the SCOE Vocational Education instructor will submit a report to the Jail Industries Program Coordinator covering the number of hours worked by each inmate during the period, their qualification levels, etc. The Jail Industries Program Coordinator will review the report for acturacy and completeness, and identify any inmates who are scheduled for release in the near future. A summary report will be forwarded to the Sheriff's Department Accounting Office. The Accounting Office will prepare a collective invoice covering the amounts due to all inmates who have sufficient time remaining on their sentences to allow for completion of all the actions required to credit their wages to their individual accounts. Individual invoices will be prepared for those inmates who will/may be released prior to completion of the accounting process. Both collective/individual invoices will be forwarded to the County Audit Office, who will prepare checks for the inmates and forward them to the Inmate Welfare Fund Coordinator for crediting to their individual accounts. In those cases where the inmate has been released, the check will be forwarded to the last known home address.

PROGRAM OVERHEAD:

Estimated Cost, Management Salaries: ______
Estimated Cost, Instructor Benefits: ______
Cost of Utilities Provided by NCDF: ______
Materials/Services not Funded: ______
Total: ______

Alternative Projects During Month:

List of Customers During Month:

Comments/General Information:

PROGRAM SUMMARY:

Category:	Year to Date
Costs:	
Materials:	
Equipment:	
Labor (all programs):	
Program Overhead:	
Total Costs:	
Revenue:	
CARS Program:	
Alternative Work Projects:	
Revenues, Other Sources	
Total Revenues:	
Personnel:	
Total Assigned:	
Number Qualified for Advancement:	
Number Dropped from Program:	
Number Graduated from Program:	
Number Assigned to other Programs:	

PROGRAM RISKS AND POTENTIAL PROBLEMS

EVALUATION

As with any new program, CARS is being launched in the face of a variety of potential risks and problems. The following is a listing, which is certainly not all-inclusive, of the major risks and problems we may encounter, together with our strategy(ies) for successfully overcoming them:

(1) Adverse Public Relations:

- Establish and carry out a positive program of public relations, emphasizing savings to the county, reductions in detention facility stress and violence, etc.
- Mobilize community/government leaders to support the program.

(2) Lack of Support and Cooperation Among the Correctional Staff:

- Educate the correctional staff to understand the manner in which the program benefits them (e.g., reducing stress in the facility, reduced recidivism, etc.).
- Keep correctional officers apprised of the developments and progress in carrying out the program.

(3) Allegations of Competition with Private Enterprise:

- Use public relations program to point out savings to the county, local purchases to support the program, absence of previous expenditures in this area, miniscule amount of business if all detailing work were divided among number of existing commercial firms.

(4) Inadequate Quality Control:

- Ensure program inmates are made aware of importance of good quality control.
- Ensure established quality control procedures are followed.
- Maintain close coordination with program clients and take prompt action to resolve any quality control problems.

(5) Lack of Experience in Program Operations/Management:

- Establish good procedures and ensure they are followed.
- Establish a limited program initially, with expansion and diversification only as progress and capabilities warrant.

(6) Lack of Sufficient Resources:

- Ensure that maximum use is made of supplemental funding.
- Plan ahead and carry out effective programming to meet needs as far in advance as possible.

- Develop alternative work strategies to insure maximum program productivity and revenues.
- Develop and implement a long-range facilities improvement program to spread costs over an extended period.
- Evaluate assignment of inmates to work details and reallocate as required to meet program needs.
- Ensure that Board of Supervisors and other sources of resource allocations are made aware of program benefits and successes.

(7) Loss of ADA Reimbursement Funding:

- Provide funding from the Inmate Welfare Fund as required.
- Reduce scope/size of the program to match available resources.

(8) Industrial Injuries to Program Inmates:

- Ensure appropriate stress is placed on safety in program training and instruction.
- Fully document safety procedures and extent of training.
- Periodic inspections of program facilities to eliminate safety hazards.

PROGRAM IMPLEMENTATION SCHEDULE

Program Management:

Action	Responsible*	Target Date
Prepare and Submit an Updated Program Business Plan	JIPC	9 Dec. 88
Carry Out a Full Marketing Survey	JIPC	14 Dec. 88
Review and Approve Program Procedures as Contained in Business Plan	Commission	14 Dec. 88
Complete Action on Preparation of MOU Between SCOE and Sheriff's Department	ACP	1 Jan. 89
Develop Required Program Record and Report Formats	SCOE/VEI/ACP JIPC	1 Jan. 89
Implement Program Logging and Reporting Procedures	ACP	1 Jan. 89
Identify/Assign Inmates as Appropriate	SCOE/VEI/NCDF	1 Jan. 89
Establish Initial Schedule for Vehicle Deliveries to NCDF	JIPC/ACP/VEI	1 Jan. 89

Finance and Accounting:

Prepare and Submit Initial Jail Industries Program Budget	JIPC	5 Dec. 88
Prepare and Submit Jail Industries Appropriation Request to Board of Supervisors	JIPC	5 Dec. 88
Establish Inmate Wage Levels and Program Price Schedules	Commission	14 Dec. 88
Approve Initial Six-Month Budget for CARS Program.	Commission	14 Dec. 88
Establish Program Accounting System	Accounting/JIPC	1 Jan. 89
Develop Cost Estimates/Schedule for Program Facilities Improvements	JIPC	15 Jan. 89
Submit Initial Program Financial Status Report	ACP	30 Jan. 89

Equipment/Supply:

Identify Initial Program Requirements and Prepare Requisitions	ACP	5 Dec. 88
Include Costs for Materials/Equipment in Initial Program Budget	JIPC	5 Dec. 88
Review and Approve Initial Planning for Program Acquisitions	Commission	14 Dec. 88
Submit Requisition for Procurement/ Installation of Upgraded Air Compressor for NCDF Facility	ACP	14 Dec. 88
Obtain All Equipment/Materials Required to Begin Initial Program Operations	ACP/VEI	1 Jan. 89
Review and Report on Program Requirements and Expenditures	ACP	20 Jan. 89

*JIPC - Jail Industries Program Coordinator, ACP - Adult Corrections Principal, VEI - Vocational Education Instructor, SCOE - Sonoma County Office of Education

Program Implementation Schedule (Cont.):

Facilities:

Provide Temporary Power Source for Program Operations	JIPC	1 Jan. 89
Complete Installation of Expanded Electrical Power at NCDF Site	JIPC/County Architect	30 Jan. 89
Develop and Submit Comprehensive Facilities Improvement Plan for NCDF Industrial Training Area	JIPC	15 Jan. 89
Complete Installation of Fire Retardant Walls within NCDF Facility	ACP	14 Mar. 89
Complete Installation of Lighting System within NCDF Facility	ACP	15. Apr. 89
Complete Installation of Classroom Instruction Area for NCDF Industrial Training Area	ACP	1 Jul. 89
Complete Installation of Prefabricated Painting Booth in NCDF Facility	ACP	1 Sep. 89
Install Exterior Doors on Open Bays at NCDF Facility	ACP	1 Dec. 89
Install Area Heating System within Open Bays at NCDF Facility	ACP	1 Jan. 90

Attachment A.

MARKET SURVEY AND EVALUATION OF COMPETITION

Potential Customers:

City of Rohnert Park:

Homer Rail, Fleet Manager
584-7730

City of Petaluma:

Pat Miller, Fleet Manager
778-4303

City of Santa Rosa:

Chuck Hammond, Fleet Manager
576-5210

City of Healdsburg:

Bob Larson, Buyer
431-3330

County of Sonoma, Transit Ops:

Dave Knight
585-7516

City of Sebastopol:

Larry Koverman, Fleet Manager
823-5331

County of Sonoma, Fleet Operations:

Mike Corbett, Fleet Manager
527-3066

County of Sonoma, Public Works:

Dave Robertson
527-2231

County of Sonoma, Wastewater Ops:

Willard Bennett
527-223

County of Sonoma, Water Agency:

Paul Valenti
526-5370

Market Survey Results:

County of Sonoma Fleet Operations:

A strong program supporter. His largest concern is the price of services. Believes the program must be competitive with private enterprise in terms of pricing. Largest fleet in the county, several hundred vehicles. Has proposed use of service for detailing, preservation, striping of new patrol cars. Auctions 60-70 vehicles per year. Uses a variety of auctioning sources and expects to do so.

City of Santa Rosa:

Definitely interested in the program. Has obtained higher prices from auctioned cars when basic detailing was performed. Concerns are the price, security of radios and other equipment in vehicles. Has 50-60 vehicles he would like to detail annually. Auctions 24-32 cars per year. Wants to use program, and will if he can afford it.

City of Rohnert Park:

Cautiously interested in the program. Worried about potential vandalism and other abuses by inmates, wanted assurances regarding security provided for vehicles. Still interested, however, and sees number of potential uses. Has a pool of over 130 vehicles. Patrol cars are assigned to individual officers, who are responsible for their cleanliness and maintenance. Interested in annual detailing of pool cars, and in restoration to extend service life. Would probably become a regular customer when he saw that program is effective and secure.

Market Share:

We would expect that the great majority of the potential customers would use our service, in lieu of commercial firms, if it is shown to be cost effective and efficient. On the basis of the limited survey which was conducted, we would estimate that there are approximately 1,000 government vehicles (count/municipal/agency) in the county. Given the various factors which could, and in varying degrees would, reduce the number of vehicles allocated by clients, we estimate that a minimum of at least five of these vehicles would be available per week. Net revenues from the work performed on these vehicles would depend on the scope of work; if only basic auto detailing were performed, however, it would result in annual net program revenues of approximately $19,500. Overall, this is a very conservative estimate of program revenues.

Competition:

A total of ten commercial auto detailing firms in the Santa Rosa area were surveyed to evaluate their services. The average price quoted for a full auto detailing was $150.00 for a four-door Pontiac sedan. In six cases, this included degreasing/steam cleaning the engine. The length of time specified to complete a full detailing averaged from three to five hours. Free pick up and delivery were included in two of the estimates.

Firms surveyed included: Sutherland's Auto Center, Detail City, Lou's Auto Detailing, P&S, Sparkle Plenty, Cotati Auto Detailing, Custom Detailing, Extraordinir, First Class Auto Detailing, and Superior Detailing.

Attachment B.

JAIL INDUSTRIES COMMISSION

Monthly Status Report

Month: ______________________________ Date Submitted ____________

PROGRAM OPERATIONS:

Personnel:

Assigned Beginning of Month: _____
Assigned End of Month: _____
Advanced During Month: _____

Hours of Operations:

Average Per Inmate/Month: _____
Total for CARS Program: _____
Alternative Programs: _____
Facilities Projects: _____
Instruction/Training: _____
Total All Programs: _____

Alternative Work Projects:

Number of Projects: _____
Number of Inmates Assigned: _____
Products Produced: _____

CARS Program:

Vehicles:

On-Hand - Beginning of Month: _____
Received During Month: _____
Completed: _____

Services Performed by Type:

Vehicle Preservation: _____
Basic Auto Detailing: _____
Vehicle Restoration _____
New Patrol Car Preparation: _____

Total Number of Customers: _____

Facilities Projects at NCDF:

Number of Projects: _____
Inmates Assigned: _____
Estimated Project Value: _____

PROGRAM COSTS/REVENUES:

Balance Last Month: _____

Program Costs:

Material: _____
Equipment: _____
Labor (CARS) _____
Labor (Alt.) _____

Program Costs:

Materials/Supplies: _____
Equipment: _____
Labor (CARS) _____
Labor (Alternative Projects): _____
Labor (Facilities): _____
Labor (All Other): _____
Total Costs: _____

Program Revenues: _____

Revenues Received (CARS): _____
Revenues Received (Alternative Projects) _____
Revenues Received (Other) _____
Total Revenues: _____

Program Balance This Month: _____

Attachment C.

SCHEDULE OF REVENUES AND COSTS

1) Revenues:

Based on an average production rate of 15 vehicles per week, consisting of 5 vehicles each in three types of service categories (Vehicle Preservation, Basic Auto Detailing, Vehicle Restoration).

2) Cost Areas:

Includes both direct production costs and instructional costs required for training of program inmates. Indirect costs (count institutional overhead) are not reflected in calculating the costs and revenues of the program, but are shown to indicate overall costs and benefits to the county.

3) Estimated Production Costs by Type of Service:

Cost: Cost:	Vehicle Preservation		Basic Auto Detailing:		Vehicle Restoration	
Labor (man hours)	$1.30	(1 x .50) (1 x .80)	5.20	(4 x .50) (4 x .80)	13.00	(10 x .50) (10 x .80)
Materials	2.00		4.00		8.00	
Depreciation of Equipment	1.00		1.00		2.00	
Utilities	1.00		1.00		2.00	
Program Administration	1.00		1.00		2.00	
TOTAL:	$6.30		$12.20		27.00	

Projected Monthly Sales Revenues:

Type of Service:	Number:	Unit Cost:	Income:	
Vehicle Preservation	20	$ 50.	$1,000.	
Basic Auto Detailing	20	100.	2,000.	
Vehicle Restoration	20	250.	5,000.	
	60		$8,000.	$8,00

Projected Monthly Production Costs:

Type of Service:	Number:	Unit Cost:	Total Cost:	
Vehicle Preservation	20	$ 6.30	$ 126.	
Basic Auto Detailing	20	12.30	244.	
Vehicle Restoration	20	27.00	540.	
		Total	$ 910	$910.

GROSS MONTHLY MARGIN: $7,090.

Projected Monthly Instructional Costs:

Cost Factor:	Per Day:	Monthly Total:*	
Inmate Labor Compensation	$23.	$460.	
Materials	10.	200.	
Equipment Depreciation	2.	40.	
Utilities	4.	80.	
Program Administration	4.	80.	
Total:	$43.	$860.	$860.

*Based on average of 20 working days per month.

NET MONTHLY PROJECTED OPERATION PROFIT/LOSS: $6,226

Other Projected Expenses (County Institutional Overhead):

Cost Factor:	Monthly Total:	
ACP Management Salary (10% of $80,000)	$ 666.	
JIPC Management Salary (25% of 40,000)	833.	
SCOE Instructor Salary/Benefits (ADA)	2,916.	
Program Administration Costs	500.	
	$4,915.	$4,915.

ACTUAL MONTHLY OPERATING PROFIT: $1,311.

ANNUAL SUMMARY:

Total Revenues...$96,000.

Direct Program Costs:		Instructional Costs:	
Labor	$ 4,680.	Labor	$ 5,520.
Materials	3,360.	Materials	2,400.
Depreciation	960.	Depreciation	480.
Utilities	960.	Utilities	960.
Administration	960.	Administration	960.
Sub-Total:	$10,920.	Sub-Total	$10,320.

Total Direct Program Costs:...................................$21,240.

Other Program Expenses (County Institutional Overhead):

Management Salaries and Benefits	$18,000.	
SCOE Instructor Salaries and Benefits	35,000.	
Basic Administrative Costs/Support	6,000.	
Total:	$59,000.	$59,000.

ACTUAL ANNUAL PROGRAM OPERATING PROFIT: $15,760.

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